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FEDERAL STRATEGY FOR DRUG ABUSE EDUCATION

HEARING

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

MAY 9, 1990

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(101st Congress)

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FEDERAL STRATEGY FOR DRUG ABUSE EDUCATION

WEDNESDAY, MAY 9, 1990

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Washington, DC.

The Select Committee met, pursuant to call, at 9:30 a.m. in room B318, Rayburn House Office Building, Hon. Charles B. Rangel (Chairman of the Committee) presiding.

Members present: Charles B. Rangel, James H. Scheuer, Daniel K. Akaka, Frank J. Guarini, William J. Hughes, Mel Levine, James A. Traficant, Joseph E. Brennan, Nita M. Lowey, Lawrence Coughlin, Frank A. Gilman, Michael G. Oxley, F. James Sensenbrenner, Tom Lewis, James M. Inhofe, Christopher Shays, Bill Grant, and E. Clay Shaw.

Staff present: Edward H. Jurith, staff director; William S. Smith, minority staff director; James Alexander, professional staff; George R. Gilbert, staff counsel; Michael J. Kelley, staff counsel; Robyn Rosenblum, professional staff; Robert Weiner, press officer; and Melanie T. Young, minority staff assistant.

OPENING STATEMENT OF CHARLES B. RANGEL, CHAIRMAN

Mr. RANGEL. This select committee will now come to order.

I think, Mr. Secretary, that the number of Members that have turned out for this meeting means two things, first, their great respect and interest in the subject matter that you're going to address and, second, that they would want me to keep my opening statement as short as possible.

So, I cannot think of any Secretary of Education that's more respected than you and I cannot think of anyone that is more kind and gentle, consistent with the administration's thrust and I am very, very anxious to ask you some basic questions regarding the role you play in the general war against drugs.

Now, I tried to find that out before you got here so that I could ask some intelligent questions so I called our coordinator, William Bennett, and quite honestly, Mr. Coughlin, I did not know where he was. I had not heard or seen from him so we wrote him and asked, just what are the different Cabinet officials doing and saying nationally as related to drugs?

He sent me a letter on May 8 and sent me a package as to what your contribution was in this and, to my surprise, only listed four documents and releases: Speech by Secretary Cavazos, April 3, to the Third Annual Conference on Drug-Free Schools; a press release

dated April 26, 1989 selecting 40 schools for 1988-89 drug-free schools program, a press release dated June 7 announcing the new addition to the Education Department's antidrug handbook, "What Works, Schools Without Drugs," press release dated February 26, 1990 announcing the availability of a new booklet.

Now, I don't say that this is the extent of the speeches that you've made in the war against drugs, but I do want to point out what the drug coordinator thinks that you're doing, at least what he is prepared to put in writing. A copy of his May 8 letter to me indicates just that.

In any event, I think it's safe to say that our education structure is one that our colleges have some concern about the quality of students that we are producing out of high schools. There's no question, the city of New York and throughout the United States, our employers are very concerned about the lack of quality and lack of productivity, and with the eligibility of laborers and work market; why we're not retaining more students in school.

I recognize the administration's statistics show that there are less drugs in schools. They don't say, but there are more drugs outside the school and the kids are leaving the schools to go where there are drugs or whatever the motivation is. They're outside the schools.

Nor do they discuss the fact that more kids are addicted, more kids are in treatment, more kids are in jail, and more kids are returning to jail. So the emphasis, as you well know, is not on education but incarceration—it's the national theme.

Now, we know that if we pinpoint where all these explosions of drug addictions are coming from, they're coming from those kids who are not in school, from communities that have other problems and so I'm not laying this at your feet or the feet of principals and school superintendents and teachers, but when we send you into combat as our general in charge of education for a President who wants to be the education President, naturally we expect that we will hear from you about the quality of the school system, the surrounding elements that make it difficult for the teachers to teach.

Perhaps we're talking about the homeless—maybe most of our kids are in jail. I don't know, but I would think that education should be in our schools, in our homes, in our treatment centers, in our jails and that, even though we have limited funds, that you have some type of a plan or strategy that you're willing to share with us so that we can support it.

Now, obviously, Mr. Bennett doesn't know about the plan. We pulled out of our $10.6 billion so-called war against drugs. Just what commitment have we made in Congress and has the administration to your department?

It's my understanding that out of your $20 billion budget, a half a billion dollars, or closer to $600 million, is dedicated to drugs; that a half a million dollars go to local and State grants, which is hardly a national strategy; $14.6 million, teachers training; $61 million, which I guess is where we'll concentrate, is for national programs; and $25 million, emergency grants.

In other words, out of the national $10.6 billion war against drugs war chest, your department gets $600 million.

Well, it's not the type of problem, of course, that we can resolve with money nor is it one that we expect that you'll be able to resolve, but I certainly hope that you're willing to share with us this morning how you see it, what you need, and whether or not there's a presence of education outside of our schools, in our communities, in our treatment centers, in our jails, so that truly, when this President has finished his stewardship, he can say, I was the educational President and thank God we had Secretary Cavazos who was our educational czar.

At this time, I'd like to yield to Mr. Coughlin.

[The statement of Mr. Rangel appears on p. 43.]

OPENING STATEMENT OF LAWRENCE COUGHLIN

Mr. COUGHLIN. Thank you, Mr. Chairman. I have an opening statement I ask to be included in the record in full.

[The statement of Mr. Coughlin appears on p. 49.]

Mr. COUGHLIN. I want to join in welcoming Secretary Cavazos. We're very happy you could be with us this morning. Education is a critical component of our Nation's drug prevention efforts, although certainly not the only component by any matter of means. I commend you for your efforts to date and, as the Chairman has pointed out, the Department of Education's antidrug budget has been increased significantly in recent years. The President requested $593 million for fiscal year 1991, which is an increase of $54 million from current levels. That represents a significant increase—an estimated 65-percent over 1989 funding.

Last fall, the administration proposed, and Congress passed, major legislation requiring schools and universities to develop and implement comprehensive drug prevention programs and policies as a condition of eligibility for Federal funds. You're in charge of implementing this legislation and I know you are making progress.

The Congress also passed the administration's proposal for emergency grants to school districts facing a concentration of drug problems. I know the department has worked long and hard to see that legislation enacted. I commend you for your efforts and look forward to hearing from you on that.

You also have a number of major initiatives of your own underway to evaluate the state and local grant program. They include a 2-year study to obtain specific information as to the kinds of programs and services being provided nationwide and an evaluation of those programs and I commend you for that.

I want to note in particular the department's latest publication, "Growing Up Drug Free: A Parent's Guide to Prevention," which emphasizes the critical role of parents in instilling the right values and standards and the importance of sending a strong message at an early age that drug use is wrong and harmful and can not be understated.

Certainly, there is no way of just simply inoculating children and saying they won't use drugs. It's a complicated process, a long process, and one that I know your department is working on very assiduously, Mr. Secretary. I congratulate you for that and I thank you, Mr. Chairman, for letting me use this time.

Mr. RANGEL. Thank you.

Political fate has taken one of our most dedicated, hardest working House Members in this Congress, and seen fit to present him with a new challenge—that of Senator.

We will miss our Congressman, our friend, our House Member, Representative Akaka, but we look forward to having a new relationship with him in the other body as he joins them in 1 week.

As a way of indicating our friendship and the committee's recognition of the great job and contributions you've made, I'd like to recognize you at this time.

Mr. AKAKA. Thank you very much, Mr. Chairman. I want to tell you that I feel as though I'm leaving home. You have done so much to help me in the House. I also want to thank Larry Coughlin, the ranking member, and members of the committee for the assistance you've given me over the years.

This committee, since its inception, has done a great job in addressing the drug problem and I would tell you that, were it not for this committee, our Nation would be worse off than it is presently. I thank you, Chairman Rangel, for your unyielding efforts.

Mr. Chairman, thank you for recognizing me and Secretary Cavazos. I want to echo that your reputation precedes you. Somehow it could be your name, Cavazos, that eases people across the country. You've done a job that makes us feel proud of you and our country.

However, we still have this huge drug problem.

In Hawaii, I'm sure as with you and our country, the family is so important. In Hawaii, we call the family, "ohana," and we often use this word. So, when you get to Hawaii, you hear the word, "ohana," We give much credence and importance to the family unit.

I should tell you, also, that presently in Hawaii we are reaching back to some of the old culture, the early Hawaiian culture, because the family was important at that time. Presently, we are using methods that they used and it was family methods where the family sat down together and discussed the problem.

This is what I'm worried about today. As we all know, the American family has been in a terrible storm, I would say, a 35-year storm. Because of that, many children are not committed to anyone at this point. They have no one to make contributions to and they have no sense of community to keep them on track. The millions of children today without families are like rudderless ships adrift in our society.

My concern, of course, is what can we do for the family? I'm hoping that part of what you're doing will address that.

Mr. Chairman, I want to ask that my testimony be included in the record.

Mr. RANGEL. Without objections. We have about 1 hour and 10 minutes with the Secretary which has to be divided between opening statements, listening to the Secretary, and questions and answers. With that in mind, I'd like to ask, is there anyone that has an opening statement?

Mr. Ortiz.

OPENING STATEMENT OF SOLOMON P. ORTIZ

Mr. ORTIZ. I just want to take the opportunity. Of course, we have an outstanding senator there. He comes from south Texas.

Mr. RANGEL. That makes a difference.

Mr. ORTIZ. He was born and raised in my district, Kingsville. I certainly want to take this opportunity to welcome you.

We seem to be having a lot of problems. Just recently, 64 students were arrested close to the school either selling or buying drugs in Corpus Christi. There is an alarming ratio of youngsters getting involved and I hope that maybe today we can bring something out on what you can do with an education appeal to help. The principals are about to give up. That's 64 students in a couple of weeks. It's unrealistic.

I just wanted to take this opportunity to welcome Secretary Cavazos.

[The statement of Mr. Ortiz appears on p. 53.]

Mr. RANGEL. Thank you.

Mr. Levine.

OPENING STATEMENT OF MEL LEVINE

Mr. LEVINE. Thank you. I just wanted to make a brief opening statement and thank you, Mr. Chairman, for holding this important hearing and thank you, Mr. Secretary, for coming today.

I have been extremely interested in finding out what the administration's position is going to be in the near future with regard to funding antidrug educational programs.

I have thought frequently, Mr. Chairman, about the statement that the President made in his campaign when he said, "One thing I'd like to do is raise the level of public debate on how best to help our children. I'm going to talk and talk and talk until our country is working together to help our children."

Frankly and sadly, Mr. Chairman, this administration has primarily done just that: talk and talk and talk. Our kids, as you well know, are still taking crack and coke and crank.

Mr. Chairman, kids don't need talk, we know they need action.

There is an existing program that effectively teaches children why drugs are harmful and how to resist peer pressure. It is called DARE, Drug Abuse Resistance Education, and this year it will reach over 4.5 million kids worldwide. DARE has spread because it works. Students who have taken the course have shown less acceptance for drug abuse and greater ability to resist peer pressure to use drugs.

Our kids simply can't wait around to see if their locality is among the chosen few to receive some kind of Federal drug assistance money, especially in light of the fact that we know that this program works.

Taking this in mind, Mr. Chairman, I am really looking forward to seeing what the administration will propose.

Again, welcome, Mr. Cavazos.

Thank you, Mr. Chairman.

Mr. RANGEL. Let me make it clear that we have a lot of Members here and a limited amount of time to hear from the Secretary. We'll promise another meeting so Members can share with each

other any exciting ideas you have but, for now, I do hope we will use this time wisely with the Secretary.

Mr. Scheuer.

Mr. SCHEUER. Mr. Chairman, I do want to hear from the Secretary. I don't want to make an opening statement. I just want to congratulate the Secretary for his recent statement about the problems of education in the Hispanic community. No non-Hispanic could have made that statement and gotten away with it. You had the courage to tell the truth and I congratulate you and I sincerely hope that you'll share with us using the same candor.

Thank you, Mr. Chairman.

Mr. RANGEL. Anyone else?

Mr. OXLEY. Briefly.

Mr. RANGEL. Mr. Oxley.

OPENING STATEMENT OF MICHAEL G. OXLEY

Mr. OXLEY. Mr. Chairman, I ask unanimous consent that my statement be made part of the record and I would simply welcome the Secretary and say that I've had an opportunity to look at this, "Growing Up Drug Free: A Parent's Guide to Prevention." It is a significant development, I think, in our educational efforts. I want to congratulate the Secretary on the work that they've put into this.

I think it's a major step in getting that information to the parents, which are ultimately going to be the determiners of whether these children are involved in drugs or not. I thank the Secretary for his appearance today.

[The statement of Mr. Oxley appears on p. 54.]

Mr. RANGEL. Without objection, all Members' statements will be entered into the record.

Anyone else seeking recognition?

Mr. Secretary, it's all yours. Take as much time as you want. Your statement will be entered into the record and you can feel free to testify in a way that you feel most comfortable.

STATEMENT OF LAURO F. CAVAZOS, SECRETARY, U.S. DEPARTMENT OF EDUCATION, AND DICK HAYS, THE DIRECTOR OF THE DEPARTMENT'S DRUG ABUSE PREVENTION OVERSIGHT STAFF

Secretary CAVAZOS. Thank you very much, Mr. Chairman. Members of the committee, it is a privilege to be here today and to review some of these issues. Again, I want to echo my thanks to the committee and to you, Mr. Chairman, and Mr. Coughlin, for your leadership in this area.

I value it. I value our relationship. It's been a good one over the years. I know we have a lot of work to do, but we do it in that spirit, sir.

If I may, I have submitted a rather long statement for the record, but I have an abbreviated statement.

I'm pleased to be here today to talk about how the Department of Education is implementing its responsibilities under the administration's National Drug Control Strategy. At the table with me

this morning is Dick Hays, the Director of the Department's Drug Abuse Prevention Oversight Staff.

I will direct my remarks today to the Department's role in implementing the strategy as requested in your invitation to testify and I want to begin with a brief update on two new drug prevention initiatives from the Department of Education.

First is a new drug prevention curriculum model for kindergarten through grades 12 entitled "Learning to Live Drug Free." It will be mailed to schools free of charge in the next few weeks.

The model rests on a core theme of responsibility for oneself, the community, and helps students understand that drug use harms not only the user, but society as well. It shows how to infuse the prevention message throughout the curriculum and it includes lesson plans for each age group, information for teachers, and tips for involving parents and the community.

Mr. Chairman, this is the prototype for the curriculum model. Believe it or not, it does exist and here it is. This is the prototype and I had hoped I would have the finished copy to give you this morning, but there has been a delay in producing the document. It is at the printer. You may be certain, however, when it is ready, I will make sure that you get one of the first copies and I'll have it hand delivered to you as soon as it comes off the press.

Mr RANGEL. Who gets the rest of them?

Secretary CAVAZOS. All of the schools in the United States. We're going to mail it out. They will be in every school district, every school in this country. How many copies do you estimate we'll mail out?

Mr. HAYS. At least 150,000 in the initial mailing.

Secretary CAVAZOS. I think it's a major step in terms of helping us in two areas: First, to focus on the issue and the problem, second, to present specific information on ways to address, the drug issue, through education, with children of all ages, from kindergarten through grade 12.

The Department has also produced a new drug prevention handbook for parents entitled, "Growing Up Drug Free: A Parent's Guide." Since its release in February by the President, more than 600,000 copies have been distributed to parents by schools. It has also gone out to churches, physicians, and law enforcement agencies.

A brief summary of all programs under the Drug-Free Schools and Community Act is included as an addendum to my remarks today.

I want to turn now to what the Department is doing in implementing its responsibilities under the administration's National Drug Control Strategy.

The 1990 strategy outlined two major tasks for the Department: First, monitoring implementation of new requirements for drug prevention programs and policies at schools, colleges, and universities and second, monitoring implementation of the State and local grant programs under the Drug-Free Schools and Communities Act.

Last fall, the administration proposed, and Congress passed, legislation to require each institution of higher learning, State educational agencies and local educational agencies to certify that it had

adopted and implemented a drug prevention program as a condition for receiving any Federal financial assistance.

On April 24, the Department published regulations in proposed form and we are presently receiving public comment. A Drug-Free Schools and Campuses Task Force has been created in the Department to serve as a point of contact for submission of written comments and to establish and oversee certification procedures.

The proposed regulations require institutions to certify to the Department by October 1 of this year that they have adopted and implemented a program to prevent the illicit use of drugs and the abuse of alcohol by students and employees. This program is to include the annual distribution to each student and employee standards of conduct that clearly prohibit the unlawful possession, use or distribution of drugs and alcohol by students and employees on school grounds or at any school-sponsored activity.

Schools also must provide a clear statement that sanctions will be imposed for violations of such policies and these sanctions may include expulsion, termination of employment, and referral for prosecution.

Failure to supply the required certification by October 1, 1990 will result in loss of eligibility to receive Federal funds or any other form of financial assistance provided by the Federal Government or any other agency. In exceptional cases, extensions may be granted until April 1, 1991 to institutions or agencies which apply for such an extension by August 1.

The Department has developed a range of options to deal with instances of noncompliance that include repayment of any or all Federal financial assistance received and termination of any or all forms of Federal financial assistance. We sent memoranda to all Governors, chief State school officers, State coordinators for the Drug-Free Schools and Community Act, and institutions of higher education outlining the new requirements.

In addition, we have had five regional meetings throughout the country to brief officials and, working through the Office of National Drug Control Policy, we have briefed other Federal agencies. Plans are underway to mail out more than 30,000 copies of the proposed regulations to the different State educational agencies, local educational agencies, and institutions of higher education.

The second major task assigned to the Department by the Administration's National Drug Control Strategy is tracking implementation of the State's local drug programs. In 1988, the Department began a descriptive study of how Drug-Free Schools and Community Act money is being spent.

Through this study, we expect to be able to describe the kinds of programs and services being implemented and the extent and nature of communitywide cooperation, types of populations being served, the extent and nature of needs assessment and evaluation activities and the extent of change over time in program services and administration.

Surveys have been sent to all chief State school officers, Governors, and directors of State and community-based programs as well as to a nationally representative sample of local educational agencies.

Additional data has been gathered from on-site activities and visits to projects in 10 States.

A final report is expected this year.

A follow-up to this implementation study is now in the planning stage. It will examine the extent to which prevention services and activities offered by schools and community agencies have been effective in reducing or preventing alcohol and other drug use by our students.

A 30-month study of promising drug education and prevention programs also is underway at the Department and will examine both the Drug-Free School Recognition Program and the Federal Activities Grant Program. The study is designed to identify exemplary, comprehensive communitywide prevention programs and to disseminate information on effective school-based and community-based prevention programs.

Despite this high level of activity, all of us who are involved in efforts to protect our young people from the destructive effects of alcohol and other drug use realize that much remains to be done. I look forward to working with the Members of this committee and the Congress to expand and to improve our efforts to achieve drug-free schools and communities.

I'll be pleased to answer any questions you might have, Mr. Chairman.

[The statement of Secretary Cavazos appears on p. 59.]

Mr. RANGEL. Thank you, Mr. Secretary. Do you see it as a part of your responsibility to bring education into the prison system where we have, basically, our failures of the school system or to bring education into the treatment centers?

Clearly, if you're talking about African-Americans and Hispanics that are in jail on drugs—I'm not blaming the school system, but they are dropouts.

I was really impressed by the statement you made to this committee, which I support in its entirety, that you can not deal with drug education unless you deal with education.

Pulling out high points of your testimony, I made notes that, basically, what you're saying is, in the next few weeks you'll be giving this model program which will go 150,000 schools. Would that be, Mr. Hays, all of our schools?

Mr. HAYS. I think we have 125,000 schools. It will go to all school principals, all school superintendents. There will be extra copies available.

Mr. RANGEL. All right. He said that this model document will be going to all of our schools to work from.

I understand that we've got a lot of handbooks, which obviously has impressed some of the Members of this committee: "Growing Up Drug Free: A Parent's Guide to Prevention." In July, you're going to have another handbook for college and university presidents. Of course, you've got the regulations that you have gotten out for critique to see how our recently passed law is going to work. You intend to track State and local grants where you have several studies underway.

There is evidence of increased leadership on the Federal and State levels. I assume you will share that with us—what States and where is the leadership.

Are you talking about Mr. Bennett's effort here that we have greater interagency coordination.

Secretary CAVAZOS. I had in mind Health and Human Services, and Labor, some of the other departments.

Mr. RANGEL. There's been increased willingness to acknowledge the problems and increased State assessment and evaluation efforts, greater efforts in institutions of higher learning and a couple of contracts out to determine how this model criterion handbooks are working.

Well, it doesn't sound like we're in a war atmosphere at all. It really doesn't sound like we feel that we are producing kids to go to college and to become more productive and competitive to get down the trade deficit.

I don't see how we're stopping the hemorrhage, Mr. Secretary. As I go into these jails and—of course, we're not talking about the Federal Government because I'm with the President. It's a local and State problem. That's where all the kids are, in local and State jails. They're dumb, illiterate kids that are not going to be saved because there's no program for them.

As I go into the treatment centers and look at the numbers of homeless and the addicted that are exploding and costing billions of dollars in terms of crimes, incarceration costs, and health costs, they're dropouts.

I'm not impressed at all with the amount of the moneys available for the war against drugs as to what we really are putting into keeping those kids out of the street. I'm not saying that's your responsibility. Maybe it's housing. Maybe we ought to have alternatives to jails. Maybe we ought to have alternatives to the school system for kids that obviously are not working out; either it's the teachers or the students or the families or the communities. But we've got a lot of studies.

For those of us that's been involved in this for 25 years, quite frankly, Mr. Secretary, these studies are not going to help me at all and so I'd like to hear from some of the other members as to how impressed they are, because I am disappointed that we don't have a Federal treatment strategy. I'm disappointed that we don't have a foreign policy strategy.

I'm excited about the military actually listening to the President and saying that they're going to get involved in this and I'm aware of the fact that every drug producing country is having bumper crops, notwithstanding the rhetoric that takes place at international conferences in the United Nations.

I am scared to death and I don't need coming from my community a model plan to give to the principal nor do I need a handbook. I need to believe that we are involved in war and that every Cabinet official has a game plan, a blue print, and they're not going to ask us to be carrying this war alone.

I am disappointed, even though I don't have any problems with your commitment. I think our partnership is not working and all of this business about improvement of interagency relationship, you know, if you're working with Doctor Sullivan and he has no national treatment programs, that doesn't help me. If you're working with the Attorney General and a condition for getting out of jail is not a G.E.D. or being literate, then that doesn't help me.

Mr. Coughlin.

Mr. COUGHLIN. Thank you. Thank you very much, Mr. Chairman. I certainly want to say that from the Secretary's testimony you certainly have a full platter in the drug area, both in terms of things that Congress has mandated that you do through the Drug-Free Schools Education Program and through the grants that you've been given. The funding for these programs has gone up from $376 million in 1989 to $593 million in 1991—an estimated 65-percent increase. So there's a lot of money being spent out there.

Of course, you're not responsible for treatment or for foreign policy. That's really not your bailiwick. Your bailiwick is education and you seem to have a full platter in that area.

The handbook that you put out is one that this committee suggested that you put out.

The model schools curriculum is also one this committee suggested that you devote time and attention to and you indeed have done that.

Let me just ask in terms of the Drug-Free Schools Program, could you show us an example of a successful prevention program that other schools might emulate, just one good example of a successful prevention program that you've seen and discovered in your travels and your investigations?

Secretary CAVAZOS. Thank you very much. Mr. Chairman. I would like to respond directly to your question, but also, follow up on some of the Chairman's comments.

First of all, in terms of model programs that are out there, one of the most important jobs that the Department of Education has is finding out what works and what doesn't work. That will continue to be one of our major thrusts.

Obviously, you're aware that there's not even a mention of the Federal role of education in the U.S. Constitution. It is a State and a local responsibility. So we have very little authority to come in and implement and demand one, specific curriculum; however, we can provide guidance and information as we are now doing.

Another part of the Department's effort to gather information about what works is the Drug-Free School Recognition Program that's been going on for 3 years. Here is a publication reflecting information about drug prevention activities in schools recognized by the program in 1988-89.

Mr. RANGEL. That's all we've got.

Secretary CAVAZOS. The publication has the profiles of successful drug prevention programs throughout the United States. I just happened to open up to one in the Bronx in New York.

Mr. RANGEL. Is that published?

Secretary CAVAZOS. Yes sir.

Mr. RANGEL. It's released?

Secretary CAVAZOS. When was that released?

Mr. HAYS. May 1990.

Secretary CAVAZOS. May 1990, on page 33, there's a profile of what the school is like and what's done to recognize and assess the problem and teach drug prevention. It's serving one of the poorest neighborhoods in the Nation, but they have faced up to the problem. They assessed the problem, put these students into clusters, and have in-service training for teachers. They have drug educa-

tion as part of the curricula at that school: social study courses, science courses.

They also involve the parents. You cannot have an effective drug prevention program without involving the parents in terms of what's happening there.

Mr. RANGEL. Where are the graduation rates? I don't see that.

Secretary CAVAZOS. The graduation rate? I don't know.

Mr. RANGEL. See, we do pretty good once the addicts get the heck out of the school system.

Secretary CAVAZOS. Well, no, I respectfully disagree with you on that, Mr. Chairman. We still have terrible problems throughout our entire educational system.

Mr. RANGEL. I just want to know how many of them get through the school system. To me, that would be the criteria.

Secretary CAVAZOS. I would guess that the dropout rate in this area is estimated at 50- to 60 percent.

Mr. RANGEL. I'm a father. All I want to know is did my kid get out of high school? If this is the school that you're proud of, how many kids made it through? The easiest thing for a kid to do is get overwhelmed and say, I've had it, and quit.

Secretary CAVAZOS. May I follow up now on the first part of your statement?

Mr. RANGEL. Sure. That takes care of Theodore Roosevelt High School in the Bronx. Right?

Secretary CAVAZOS. I would hope that every school in the Nation would look at itself and say, that's a pretty good idea. That is the way we disseminate information to other areas on what's going on, what's working.

Mr. RANGEL. I'm not going to ask any more questions. I'm just asking what is the rate of people graduating from this model school, Theodore Roosevelt High School, in the Bronx?

Secretary CAVAZOS. Mr. Chairman, the national graduation rate after 4 years—I can give you that figure—is 71.1 percent.

Mr. RANGEL. I just thought you might want to talk about this model school.

Secretary CAVAZOS. I talked about the model school. I'll get you the graduation rate for it.

Mr. RANGEL. Well, that hurts me. What you're saying is a 50-percent failure.

Secretary CAVAZOS. Yes, sir, now let me address the first part of your statement which dealt with how are we trying to address the issue of drug prevention. We're doing a lot more than just doing publications, Mr. Chairman. The major emphasis where I have put a lot of effort since I have been here, and members of this committee are aware of that, has been right back into the root cause and supporting those youngsters that can get help through Chapter I funding.

I have recently added to my staff a person who, for lack of a better term, I'll call a dropout coordinator. He's Hispanic, a school principal from Dallas from the inner city area up there, himself a dropout, who somehow got back on track and went on to school and is a very, very successful person.

Second, looking at the Chapter I Program, it has had about a 19-percent increase in funding the last 2 years and we continue to

move ahead. Basically, you're absolutely correct, Mr. Chairman. You're not going to turn it around through publications, but you can turn it around through the totality of education. That means keeping the youngsters in school and that's not happening. They're not staying in school.

It's just like when the Office of Planning, Budget and Evaluation (OPBE) and I point out S.A.T. and A.C.T. scores and people get angry because we haven't made any progress on that. Then I also point out that those scores reflect only the students who stayed in school and took the exam. Think of the many that never participated.

So that's where we're putting a special emphasis. We'll spend about $5.5 billion on chapter I, this year. That program tries to help these youngsters. It also includes funding for incarcerated youths. I really feel that chapter I is a vehicle for moving money into affected areas to address the problem.

Chapter I can also be a rallying point for parents, teachers, principals, and other people to come together and address the fundamental issue of students dropping out of school. You are correct. It is a devastating fact.

Students may leave school because of drugs, but oftentimes they leave because of poor academic performance that has nothing to do with drugs. Oftentimes, once they leave school, they begin using drugs and it just escalates.

Mr. RANGEL. Congressman Coughlin asked, where are these rallies taking place? This committee is prepared to leave my community, Philadelphia or wherever, and go where you feel that we are having this great success where Title I or whatever other tools you have is actually turning it around. So he asked where do you feel most proud of the turnarounds, where we are retaining the kids, educating the kids and making some effort to reduce drug addiction?

Secretary CAVAZOS. Probably one of the best models is right in South Bronx itself.

I can take you to where, again, they've turned around the dropout issue.

Mr. RANGEL. Well, the committee is prepared to take some time and get a plane and visit them all.

Secretary CAVAZOS. Maybe I can also touch on one of the things that you touched on, Mr. Chairman, and that was on the issue of drugs pouring into this country.

One of the best ways to start looking at that problem is to involve the people in the supplying countries.

I've had the good fortune of having had two meetings with President Salinas of Mexico. I met with him recently and volunteered to provide information about what we are teaching about drugs and what we can share with Mexico. I've already had "Schools Without Drugs" translated and supplied him with copies.

I had a meeting just a couple of weeks ago with the Ambassador from Columbia. We talked about similar issues. You're correct. It goes beyond the borders of this Nation. We've got to reach out and cooperate.

Those are just some of the things that we're doing.

Mr. RANGEL. Mr. Ortiz.

He's gone.

Mr. Grant.

Mr. GRANT. Thank you, Mr. Chairman.

Mr. Secretary, thank you for the work you have done.

I'd like to submit that I am, too, am frustrated, like the Chairman is, about the studies that we've been doing. I think in our committee we have more or less found that the root causes of drug use are because the users are either bored or feel trapped.

The solution is we've got to give them alternatives. We have got to either provide them jobs or some opportunity and we build their self esteem and it's not that simple.

But I think that there are ways to build low self esteem and the question for you, first of all, is in your model curriculum, which I'm applauding the DOE for providing to us, are there new strategies in your model curriculum that promote self esteem?

Secretary CAVAZOS. I think you're absolutely correct that one of the most important factors to keep youngsters off of drugs is the development of healthy self esteem.

We know that by the time a child is 1 or 2 years of age, he or she has already begun to develope self esteem and motivation.

So what we really would like to do—I'll get back to the curriculum—is to start a real effort to take advantage of that early learning time. I have been advocating to the States that they start their early childhood education much younger than they do.

Now, this issue of self esteem is also brought out in the curriculum model that we have here, but it has to be, and it is, developed along the line of what is appropriate from kindergarten through third grade or fourth grade and then the next level from about fifth grade on up through seventh. But intertwined through all of that is that development of a healthy self esteem. I think that is one of the most important things we can do.

Mr. GRANT. Are you doing anything to encourage the teaching in colleges to incorporate in their curriculum instruction for emerging teachers on strategies for developing self esteem? For example, if you're in the classroom and you're 6 years old and the teacher says, "what is two plus two?" and you say, "it's five," and then all the kids in the room are going to laugh and one's going to turn around and say, "boy, you are dumb." If you tell somebody they're dumb enough, they're going to begin to believe it so we teach our teachers not to condone that kind of behavior.

Secretary CAVAZOS. We have teacher education programs that just deal with drugs and what you teach the students about that. But you're very correct in terms of development of self esteem. It is so important that teachers be supportive, but it's also important for parents to take advantage of that early time of development and promote self esteem.

Mr. GRANT. Mr. Secretary, I'm an advocate of vocational education. I really think that today we're producing generations of kids who graduate from schools and colleges who really don't know how to do anything. If a child leaves school with a trade, they may say, well, I don't know how to conjugate a verb, but I know how to weld a line and I know how to repair an automobile engine or something like that. It does two things: First, it teaches them how to do their

work and second, it teaches them something they can use to get a job.

One other thing, my time is very brief and I appreciate your indulgence. I would urge you to incorporate fully the development of self esteem in all of this.

In Florida, we ranked dead last in the dropout rate. We graduate fewer students than any other State in the Union. I was at Cheney's Hospital recently in Gainesville, FL, a teaching hospital. Of all the children born in that hospital 10 percent are addicted to cocaine. That's 10 percent, just an indication that the mother used cocaine the last 30 days of the pregnancy.

I'm told by one of the superintendents in my district that those cocaine babies are now reaching school age and it is having a devastating effect, not only on what they expect to be a higher dropout rate, but on the dropout rate in early childhood education, as well. Would you comment on that?

Secretary CAVAZOS. Yes, sir. You've touched on two very important topics that I am also concerned about. I think that vocational/technical education is really one of the most important things that we can do. I'm a strong supporter of it, and also insist that these students be taught basic academic skills as well.

By the way, in our vocational/technical authorization bill, we also include a setaside for the incarcerated to help teach them. So, vocational/technical education is, I think, one of the best things we can do, and we will continue to do that.

The issue of those babies that are addicted to cocaine and other drugs is probably one of the most complex problems we're going to face in this Nation in the next generation. We're getting reports of even higher percentages of babies born addicted or impaired than the Florida figures you cite.

That means that we're going to have to put an emphasis on special education and rehabilitation. That means it's going to require an entirely new look at what we've been doing. I've already asked the Department to start addressing what we need to be doing in that area. I have no estimate of what it is going to cost. It could mean a tremendous cost to the States and the local areas as well as the Federal Government. But we will be looking at that issue and reporting back to the Congress fairly soon.

We are not prepared at this time to say exactly what States and localities should be doing. But we know that the Nation needs to address that issue.

Mr. GRANT. You'll be reporting back?

Secretary CAVAZOS. Yes, sir, I'll report back to Congress.

Mr. GRANT. Thank you.

Mr. Chairman, thank you very much.

Mr. RANGEL. Thank you, Mr. Grant.

Mr. Brennan.

Mr. BRENNAN. Thank you, Mr. Chairman. Thank you, Mr. Secretary, for being here.

I want to say I think I share the concerns of the Chairman. I'm really just waiting for the much wanted war against drugs to start. I don't see any spirit, I don't see any passion, I don't see any fight from this administration to seriously do something.

In fact, some of the things I see are counterproductive. I was stunned when I heard the czar in the war against drugs say that education is kind of a helpful auxiliary, that maybe it's something that's nice.

I really wonder what you think, as an educator, about Mr. Bennett sending that sort of message out to educators in this country, principals and teachers, some of them trying to do a terrific job in schools, and they get the message from the top person in the country that what they're doing, it's a helpful auxiliary. It might be nice.

To me, that is appalling. It's absolutely appalling. Do you agree with Secretary Bennett who says, "education is a helpful auxiliary, it might be nice?" To me, it's terrible what's taking place in this Nation. So many kids are dying. The crack babies that are being talked about.

Education, at least it's one place where kids come together, where there is respect for people, teachers, and principals, at least in some schools. Then the czar of education says, "Well, whatever they're doing, it might be nice."

Do you agree with that?

Secretary CAVAZOS. Mr. Brennan, first of all, let me fall back on the statement that I made to this committee 1½ years ago. As far as I'm concerned, education is the only solution to the issue of drugs.

Mr. BRENNAN. I commend you for making that statement.

Secretary CAVAZOS. I made that statement right here in front of this committee, and I stand on that. I also stated that we needed, of course, to have interdiction and other law enforcement activities. Of course, we need that.

But, until this Nation recognizes the problem that it has and is willing to do something about it, and that is again through education and educating people that it's wrong and you shouldn't do it, we're not going to make progress. Therefore, to me, education is not an auxiliary. It is indeed the basis for solving the problem.

Mr. BRENNAN. Well, isn't it a fair statement then that Mr. Bennett's statement is counterproductive to fighting this war against drugs?

Secretary CAVAZOS. I would really continue to say that we have been very vigorous in pointing out to this Nation that it has an education deficit in general.

Certainly, I have spoken out. I have taken a few blasts from other groups that don't agree with me, and that's all right. I've been very, very vigorous in demanding a quality education for everybody in this Nation. It's not going to happen in this decade. It's going to take a long, long time, but we have to get started.

We can learn from the techniques used to reduce smoking in this Nation. We educated young people about the dangers of smoking. These young people are going home and telling their parents that they shouldn't smoke, that it's bad for them. We've really turned that problem around through education, and I hope that we can do it for drugs.

Mr. BRENNAN. Mr. Secretary, there was a headline in The New York Times, "Bennett Says Education Not Key in War Against Drugs." That's nonsense and foolishness, isn't it?

Secretary CAVAZOS. Having had statements misrepresented and taken out of context on many occasions, I would rather talk directly with Mr. Bennett about that.

Mr. BRENNAN. You don't agree with him that education is only a helpful auxiliary?

Secretary CAVAZOS. I don't agree with it at all, absolutely not at all, Mr. Brennan, and I'm going to continue to push very hard.

We are accused of only producing publications and other activities that are lacking in vigor. But our prevention efforts are only a supplement to the totality of our educational effort. Forty-eight percent of our budget, of $24.1 billion that we have this year, goes to help those in need, those that really need special education, the dropouts, and Chapter I students. That's the bulk of our budget and drug prevention is only one piece of that. When you say that we're not doing enough. I respond that we must educate students totally. You can't just educate them about drugs. You have to educate them totally.

Mr. BRENNAN. I just hope that you'll lead the fight in education because Bennett is not going to do it.

Secretary CAVAZOS. I'll give him the message.

Mr. RANGEL. The members will be recognized in the following order: Oxley, Levine, Lewis, Guarini, Inhofe, Shaw, Lowey, Paxon, Gilman, Shays.

Mr. Oxley.

Mr. OXLEY. Thank you, Mr. Chairman.

Mr. Secretary, the booklet that I made reference to, "A Parent's Guide to Prevention," could you share with the committee how that's distributed and how that's made available? Is it through the schools? Is it directly to the parents? How is that program instituted?

Secretary CAVAZOS. This booklet has gone out to all of those groups that you mentioned. It goes to schools, to parents, to physician's offices, to community groups, to the chief State school officers, and teachers.

I really hope that some of you people will have just a few moments after the hearing to really take a look at this, because there's a lot of information right here, starting with everything from tobacco to inhalants to cocaine to depressants, amphetamines, and narcotics—the effects they really have. Frankly, I think it's one of the better publications. It is also being translated into Spanish, as well.

Mr. GILMAN. Would the gentleman yield?

Mr. OXLEY. Yes.

Mr. GILMAN. Why only 600,000?

Mr. RANGEL. Why only white kids?

Secretary CAVAZOS. Excuse me?

Mr. RANGEL. Oh, no, I see some brown ones in here. I just wanted a little balance, you know.

Secretary CAVAZOS. All right. Mr. Gilman, that's the first mailing. We'll publish more.

Mr. GILMAN. How many more do you plan to publish?

Secretary CAVAZOS. As many as it's going to take. We've already published 3 million copies of this "Schools Without Drugs." We have also revised it and we have also translated it into Spanish.

What would be the total publication? I suspect it's going to be very close to this 3 million. This was our first printing and we've already done a second printing.

Mr. GILMAN. Where are they going?

Secretary CAVAZOS. We wish that we could get this out to every parent. In fact, this is the kind of thing that I wish that, maybe I can put a plug in here for the Post Office Department. If we could kind of get this thing cranked out through there——

Mr. GILMAN. Have you thought of getting it cranked out?

Secretary CAVAZOS. I have, but you've caused me to really start thinking about it, Mr. Gilman.

Mr. GILMAN. Send us a memo and we would be very pleased to help you with that.

Secretary CAVAZOS. The Postmaster is very generous and helpful to us and he has said he'll help us get out education materials. Let me pursue that because I'd like to do a general mailing throughout the Nation.

Mr. RANGEL. You might want to get something that I can send to my constituents, as well, you know, because this kind of looks like it's a different group that you're aiming at. But we can maybe use a little coloring or something. Whatever. You know.

Secretary CAVAZOS. Page 25.

Mr. RANGEL. I know, but by the time you get to 25, you know, you already understood. But anyway, it's a good beginning for Ben Gilman's district.

Mr. GILMAN. We could use a little color, too.

Mr. OXLEY. Let me follow up, Mr. Cavazos. I'd like to reclaim my time. What occurred to me is that there are certain things the schools can do. For instance, I had an experience the other evening when our son's school had a wellness week and there were a lot of antidrug experts who came to the schools. I thought it was a fairly good program.

It was done by the local school district which had people come in, speak to the parents in the evening and then the next day would spend time with the students so that they were talking to both the students and the parents. In most cases, it was separate kinds of situations which I think is probably fairly effective.

My only disappointment was that there was quite a bit of apathy on the part of some parents. In many cases, in the evenings when they had these programs for the parents, the drug experts would basically say, we know we're preaching to the choir. These parents who were taking time to come out and participate were probably the least likely to have a drug problem in their homes.

From your perspective as an educator, how do we get parents more involved in these kinds of critical decisions, particularly in the younger ages? How do we best give parents an opportunity to have the knowledge so that they can spot a problem with their own youngster? In fact, this antidrug education, which many times we think of as simply teacher to student, is every bit as important, I'm sure you will agree, to be imparted from experts to the parents and then from the parents down to the children.

Would you care to comment on that?

Secretary CAVAZOS. Yes, sir, I would because I think that is crucial. We have to get the parents really involved in this effort.

Let me put it in perspective. Teachers in a national survey that was done not too long ago, said they felt that that was one of the biggest problems they had was getting the parents involved in the education process, getting them to come to the school.

What we are trying to do, therefore, in our efforts to reform education in the United States is exactly what you're talking about. We're trying to move into what we call school based management, asking teachers and parents and principals to make decisions on a day-to-day basis about what they should be teaching, how they should be teaching it, their budget, and staffing.

I've also told school personnel that they must reach out to parents. If they don't speak English, you have to find someone that speaks their language. In some cases, those parents are themselves dropouts. They don't want to come to the school. They have to be made to feel comfortable and so that in my discussions with teachers, we have talked about that issue. The teachers also have to learn more about the community that they teach in, the people.

I think that that is quite important, that we get these out but, most of all, we change the attitude within the school itself and involve the parents. You hit it exactly on the head.

Mr. OXLEY. I think education is prevention and yet so many times the parents don't want to face that very simple truth. In many cases, they simply wait until it's too late. They don't have any ability to spot their child's problems and the next thing you know, they're in counseling when it could have been prevented. You almost want to grab some of these parents by the lapels and try to make them understand how serious this is and that, in fact, their child is at risk and that they have a major responsibility in avoiding that risk if they can possibly do so.

I appreciate your comments and, again, thank you for appearing before the committee today.

Mr. RANGEL. Mr. Levine.

Mr. LEVINE. Thank you, Mr. Chairman.

Mr. Secretary, I share the frustration that others have expressed with regard to the general lack of urgency that appears to exist throughout the administration on the issue of the war against drugs.

Let me just share with you one of the consequences that I feel that our lack of urgency creates.

When I'm at home in California, I am asked increasingly, why not just give up and support the legalization of drugs? My response to that has been, in all candor, that we have not prosecuted effectively the war on drugs, therefore, people's argument that we've lost the war on drugs doesn't hold up.

There is so much rhetoric and so little action. I don't hold you primarily accountable for this, Mr. Secretary. I hold Mr. Bennett and the President primarily accountable, as well as the last administration that said no to drugs, but didn't put any resources behind it. Now we have a Drug Czar that talks a lot about drugs, but provides very little action. The frustration among the citizens that I deal with and I see, is so high that they give up. They say, we've fought and lost, when, in fact, we haven't fought at all.

I just want to express this in terms of the frustration. I think a very significant practical consequences throughout the country, the

perception that we have prosecuted the war against drugs when we haven't.

At the White House Conference for a Drug-Free America, the GAO distributed a report on drug conferences that the President held in six cities. In the report, there was a quote that said, "The problem of drug abuse is 10 percent law enforcement and 90 percent education."

I'd like your thoughts as to why the administration's fiscal priorities have been directly the opposite of this.

I know you're not responsible for all the fiscal priorities within the administration, but haven't we received the short end of the stick?

Secretary CAVAZOS. First, Education's prevention budget has grown from a fiscal year 1987 funding level of $200 million to $539 million in fiscal year 1990. We think that is a reasonable level of funding for our prevention programs.

People can say, "Why don't we just give up on our schools?" But just as we cannot agree to legalize the use of drugs, we cannot walk away from the educational problems facing our Nation. I think we have been very vigorous on laying out strategies that we have to implement, to reform, reshape, and restructure our schools.

We've laid out six national goals to be achieved by the year 2000. One of those goals is to have drug-free and violence-free schools by the year 2000. We know what it's going to take. It's going to take education. You're absolutely correct.

The bulk of the funding for educational programing comes through the local and State level. The Department of Education furnishes about 6 percent of the total amount spent on education. We think that is a fair balance and appropriate.

What we have to do, therefore, I would submit, is to change the attitude at the local level and the State level about what you do about drugs, what you do about curriculum, and how you reshape your schools. There simply aren't enough dollars to change it any other way.

Mr. LEVINE. Just on that point, Mr. Secretary, and this is my final area of inquiry. Are you familiar with the DARE program and could you provide your thoughts with regard to its effectiveness and perhaps what ought to be done?

Secretary CAVAZOS. I have seen it in action. It's a very, very helpful program. But it's one of many strategies. You can't just use one program and expect it to stand alone.

I certainly encourage it. It is widely implemented throughout the Nation and I appreciate you calling attention to it publicly.

Mr. LEVINE. But it has been effective, to your knowledge?

Secretary CAVAZOS. Yes, sir.

Mr. LEVINE. Thank you, Mr. Secretary. Thank you, Mr. Chairman.

Mr. RANGEL. Mr. Lewis, I'm very anxious to hear your questioning since the committee recently left your congressional district.

Mr. LEWIS. Thank you, Mr. Chairman, and thank you, Mr. Secretary, for a very important statement.

I also want to thank Mr. Hays, who put on a hearing in West Palm Beach, FL.

Mr. Secretary, we are talking about antidrug education, trying to reach millions of parents and teachers. You have a really difficult job to do, but I'm sure you'll reach millions of the people. I'm hearing that there are 200 million personal commitments that they're going to eliminate drugs from this society and that we're going to stay even on this issue of drugs.

Where you're trying to move to as far as that, I think the schools, I have a real concern. I'm not sure that we have all the legislation necessary that we can direct it at local schools in any drug prevention program. Do you have that authority now?

Secretary CAVAZOS. I think we have sufficient legislative authority. The DFSCA amendments of 1989 require that SEA's, LEA's, and IHE's adopt and implement prevention programs and for students and employees. I think that the potential withholding of Federal funds from those entities puts teeth in our efforts.

It's going to be a while before programs are fully implemented out. I believe there's a real opportunity for progress. I will say that when we first started out tying prevention programs to Federal student loans, we got a pretty strong response from university administrators, and rightly so. Drug and alcohol prevention is a massive job but, I really feel that we are making progress. So I think, Mr. Lewis, that we have the necessary legislation.

Mr. LEWIS. We had a hearing and discussions on local education programs on March 2. Deborah D'Annunzio, manager of health in the drug free school center in Palm Beach County discussed some solutions I would like to discuss with you.

First of all, I think it's worth noting that through all the testimony we do in all these areas, drug free school funding was the only area of Federal funding that seemed to make it down to the local area. This is especially important because we know Federal funds are, in fact, getting through the system.

Second, types of effective preventive programs were discussed. What we heard was that one big activity or one stand-alone program was not sufficient in providing the needed hours to change attitudes and behavioral modes towards drugs. A steady continuum of meaningful programs were needed in providing instruction. Do you feel this is what is needed in an effective drug prevention program?

Secretary CAVAZOS. Yes, sir, I do. I think that you're right on target there that one day is not enough, one program is not enough. It's going to require different elements working together to address the issue.

That's one reason I like the infusion approach used in our current model. It ties drug prevention to teaching science or mathematics or chemistry or a variety of other subjects so that it becomes a continuing part of a student's education, not just something that is brought up one day and not discussed again.

You touched on another important thing. Our main job is to get the funding out in the States so that they can get it down to the local area. In 1987, we provided grants to the States of $161 million. Our request for 1991 is $487 million. For fiscal year 1990 we are administering it's $462 million. We really feel that it's one of the most effective programs we have.

Mr. LEWIS. Also, I have another question regarding the Drug-Free Schools and Communities Act. What is the status of the prevention provision concerning the implementation of any drug abuse programs and what will educators have to do in institutions of higher learning in order to receive Federal funding?

Secretary CAVAZOS. We published proposed regulations on April 24 in the Federal Register. The period for comment runs through June 8, 1990.

We've also had regional meetings informing people about the statute so I think we're right on target.

Mr. LEWIS. Are you satisfied that sufficient antidrug abuse programs are being implemented in our schools down at the K through 12 level?

Secretary CAVAZOS. I think that we're starting in that direction, but we still have a ways to go. The new regulation we discussed earlier includes additional incentives for SEA's and LEA's to adopt and implement prevention programs. The indication we have is that the Nation is taking this problem very seriously.

It gets back to the issue of education. There is a belief now that you've got to turn it around and you've got to turn it around through education. I really think that that's what we need to do.

Mr. LEWIS. Thank you, Mr. Secretary, for your response and I appreciate your time here.

Secretary CAVAZOS. Thank you.

Mr. RANGEL. Mr. Guarini.

Mr. GUARINI. Mr. Secretary, you always have a very warm welcome at this committee and we appreciate your advice and cooperation.

As has been said, your predecessor, Mr. Bennett—now the Drug Czar and former Secretary of Education—sought cuts in the drug program for education during the Reagan years and, of course, he was very negative on spending for drug education programs.

As a matter of fact, a New York Times article says that Mr. Bennett asserts drug education isn't key. I understand you feel to the contrary. You are not going to say that children are more likely to respond to aggressive law enforcement and assured punishment than they would be to drug education programs.

From what I understand, that is not your position. Is that correct?

Secretary CAVAZOS. Absolutely not.

Mr. GUARINI. You are a member of the President's Cabinet. You sit down with the Cabinet and you discuss these matters concerning drugs which runs through every phase of the administration's operation. I assume that these philosophies and leadership matters are discussed, are they not?

Secretary CAVAZOS. Yes.

Mr. GUARINI. Now, what is the position of the administration and what is the position of your fellow Cabinet members? We are confused as to leadership. When the head of the drug program, Mr. Bennett, your predecessor, says that drug education isn't key and punishment, law enforcement, is the answer, and cut the educational budget and then we hear from you that he's wrong, that his philosophy is not on the mark. I'm wondering where is the Presi-

dent's head and where are the other members of the Cabinet and what is the official position of the administration?

Secretary CAVAZOS. The official position of the administration clearly is one that involves very much education as a piece of the war on drugs. Certainly, the President has been very, very strong in his support for the entire education program, including the educational aspect dealing with drugs.

Let me point out that other Federal agencies that I've already mentioned, Labor, Health and Human Services, the Department of Justice and the Department of Defense, all of these have educational components in them and they all have the same philosophy that I've espoused here. I'm not making a statement for every Secretary that serves the President, but my sense is that I have the strong support of the entire administration with this viewpoint. Mr. Guarini, I'm not going to back off.

Mr. GUARINI. No; I agree with you. You are on the mark. You are right, Mr. Secretary. You repudiate what Mr. Bennett's position has been and what his track record has been. I'm saying, does the administration repudiate Mr. Bennett as Drug Czar? Do the other Cabinet members also repudiate this philosophy and this position concerning education?

Secretary CAVAZOS. Certainly, it's very, very clear, just by the budgets that have been submitted by the President. I absolutely cannot speak for all of my fellow Cabinet officers, but let me just say that——

Mr. GUARINI. You do speak for the administration. That is the purpose of your being here.

Secretary CAVAZOS. Education is certainly a key and an important part of the President's national strategy. There's no question about it. I'm very confident about that. I must admit that when I read that report that you just cited, I was surprised.

Mr. GUARINI. So Mr. Bennett, who is our Nation's drug leader, has sent out the wrong message to America. Is that correct?

Secretary CAVAZOS. I would suggest that perhaps Mr. Bennett may have——

Mr. GUARINI. Misspoke?

Secretary CAVAZOS [continuing]. Had something else in mind. I don't know.

Mr. GUARINI. I hope so.

Secretary CAVAZOS. But I'm sure that he really did not intend to denigrate the problem of education. I'm really a strong believer that alcohol is a drug for those under 21 years of age and obviously, the legislation doesn't mention alcohol, so the strategy doesn't lay that out, but we put a strong emphasis on that. I had those discussions with Mr. Bennett.

Mr. GUARINI. But, Mr. Secretary, as I look around, I see no education system in our jails, no real programs for the dropouts that are now 28.9 percent in 110,000 schools that we have for our country. In only a little over 1,000 schools is the challenge program active, which is 1 percent of our schools. Your drug budget, of course, is only 5 percent of your total budget. Although there are other programs that I think have been touched, I see little Federal initiative with American families throughout our country.

I see curricula that's been promised by Mr. Bennett years ago that is still yet to be effectively published as a national program. The books that you're saying should go out to every American family. We've got a problem that's out of control and yet, as far as education is concerned, there's little that has been done. We can't be very proud of the mark that we've made on the demand side of solving this problem.

Of course, everything lies in your hands. You have the mantle of bringing forward this strategy concerning the demand side, which everybody agrees is key; education.

Secretary CAVAZOS. That is exactly why I agree with you that we need to reform and restructure the whole educational system and the drug component is one piece of that. But we have, as you point out so accurately, almost a 30-percent dropout rate throughout this Nation and we have been trying to target and understand why students drop out.

We're having a series of meetings now across the country just dealing with the problems of Hispanics and why they are not getting educated.

Mr. GUARINI. But, Mr. Secretary, if I may just interrupt for a second, I have 28,000 students in the school system in Jersey City. Only two teachers have any training at all in 30 schools. There should be a counselor full time at every school.

The No. 14 school has one of the highest drug rates. The drug dealers have virtually taken over the school. The teachers, on their own initiative, with money out of their own pockets, have formed programs which have cost nothing. There is a school strategy where they made them sign a contract, a promise, and an agreement to attend three classes a month where they have promised to stay off drugs—and they've been graduating. Seventy-eight out of 118 were graduated to the next course.

A teacher by the name of Bill Binenzia in No. 14 school in Jersey City had initiated this program because he saw nothing was happening at the State, local or Federal level. Now, there are things that we can do about money.

Is there anything that we're doing as an initiative without money in our system and can I get you to come and take a look at school No. 14 in Jersey City so that we may learn something from these people who are very zealous in doing something at the local level?

Secretary CAVAZOS. Mr. Guarini, I certainly appreciate that statement. First of all, I want to remind you again that one of the major jobs we have is to get out information on exactly the kinds of things that are going on in New Jersey and in your district so that other people can copy them. As you say, it doesn't cost money, but there's something there.

There's a commitment that has been made and, until the Nation makes that commitment, we will not succeed.

Mr. GUARINI. Could I ask you if you could stop by and observe——

Secretary CAVAZOS. I'll stop by.

Mr. GUARINI [continuing]. And pay us the honor of your presence so that you can see what we're doing?

Secretary CAVAZOS. I'm up in that area and, in fact, I'm in that area with some frequency. I'll contact you.

Mr. GUARINI. We would welcome your presence. We wish you good luck in your endeavors. I think it is very important for our Nation.

Secretary CAVAZOS. I visit a lot of schools throughout this Nation. I would be glad to visit school No. 14 in Jersey City.

Mr. GUARINI. Thank you. We welcome you to New Jersey.

Mr. RANGEL. Mr. Inhofe?

Mr. INHOFE. Thank you. Mr. Chairman, I was going to make an opening statement, but I did not do it in deference to the time schedule, but I had something extremely significant, particularly in our district.

Mr. Secretary, this committee deals with the problem on a lot of levels that really don't concern you. Of course, we're concerned with the supply side and interdiction and all of that.

While I believe it's important to keep the pressure on in the crop substitution programs, the eradication programs in Peru, Lybia, Burma, Laos, and other places. While it's important to keep the interdiction programs going down in the Caribbean to stop the flow in here as well as the nursery chemicals going out.

All these things are important, but as I think it's been said several times this morning—in fact, Secretary Bennett agreed with this when he was before the committee—that a war isn't going to be won except on the demand side and the demand side, in my estimation, is education.

Mr. Secretary, 10 years ago I was mayor of Tulsa and we introduced a program, the model of which came from Duluth, MN. It was the Operation Aware Program. We brought it to Tulsa, OK, and installed it at that time 10 years ago. We've also brought in one of the initial DARE Programs, which I won't go into because the gentleman from California has already done that.

However, I have to say that when I talked to the last graduating class of the DARE Program, we had officers from 23 States coming to Tulsa, OK, getting their training to take back to their State, all locally funded without one cent of Federal funding for them.

The Operation AWARE Program, the cost of this last year in my district, my counties in my district, was $320,000. We put through 15,000 students in grades 4, 5, and 6. That is only $100 a student, very cost effective. This program is getting so crowded in our elementary schools, with people from other States coming in to watch what we're doing, that I feel we're training the entire Nation from Tulsa, OK.

I say this because I only found out this morning that they made the first application for some Federal support for this program of $198,000, and it was denied.

The question I would like to ask—it's a frustration, I guess, because I've lived with this for 10 years now. It's been done very successfully. Could I get you to have someone who answers to you communicate with me, so that we can go out and let them evaluate a program that I know is training a good deal of the Nation and that we call our Operation AWARE Program, as well as some of the other programs under different titles, all of which have been privately funded.

Secretary CAVAZOS. We'll be glad to follow up on that with you and I'll have somebody contact you about it.

Let me point out that grant applications are reviewed by panels of experts and rate accordingly.

Certainly one of the responsibilities we have in the Department is to provide technical assistance to applicants to help them improve their applications.

We can help to point out what the critical areas are, and we'd be glad to talk with you about the program in Tulsa and the application that was submitted.

Mr. INHOFE. That would be good. As you know, some of these grants are for the evaluation of other programs. We don't have an evaluation program, but I think the best evaluation is when you have half the Nation coming in to emulate the program because it has been successful.

I have sat through so many of these that I really have a strong feeling that, first, we could have some funding at the local level, but more importantly than that, a mechanism in place through you and the fine work that you're doing, to get this out to the rest of the Nation, because I really believe that the war will have to be won at the elementary level.

Secretary CAVAZOS. Of course, as I've said, one of the major responsibilities we have is to find programs that are working and disseminate information about them. We provide a clearinghouse function.

But we'll contact you directly to talk further about the Tulsa application.

Mr. INHOFE. Fine, Mr. Secretary. I appreciate very much the fine work you're doing.

Secretary CAVAZOS. Thank you, sir.

Mr. RANGEL. Mr. Scheuer, an educator, a writer and one that has shown no small interest in the education of our young people.

Mr. SCHEUER. Thank you very much, Mr. Chairman.

Mr. Secretary, there are two statements you made today that I'd like to comment on. First, you said that poor performance has nothing to do with drugs. I hope you didn't mean that.

Secretary CAVAZOS. No, no. If I said that, then I misspoke. There is poor performance in our Nation's schools right now. We are last in the world in mathematics and almost at the bottom in science. That is poor performance. It has nothing to do with drugs.

But often drug use is tied to poor performance by students.

If I gave a different impression, I apologize.

Mr. SCHEUER. You said those exact words and I wrote them down a second after you said them, because I was so flabbergasted. You said, "Poor performance has nothing to do with drugs." Now, we think that poor performance has a lot to do with drugs and I think if you and I had a chance to talk about it, you'd agree with that.

Secretary CAVAZOS. I agree with that.

Mr. SCHEUER. One of the reasons that we're at the bottom in math and in the bottom in almost everything else is because some of those students have had their education careers destroyed by drugs and have dropped out of school and, on all of the tests, kids in school who are using drugs are very poor performers.

Secretary CAVAZOS. I agree.

Mr. SCHEUER. So drugs have a desperate impact on schools. Now look, I've only got a limited time here, so I want to get to the point of all of this, which is the administration's effort. You know, the motto of the State of California is send me men to match my mountains. But you aren't sending resources to match the order of magnitude of the drug problem. Virtually every Member here this morning has commented on that, Democrats and Republicans alike.

You tell us you've printed 600,000 copies of that very excellent manual and I found out there were none of them in my district and I reprinted two pages from that excellent manual, how to detect when your child is involved in drugs and the other page is what to do about it. I printed that in my newsletter that I send out to the entire district because I thought that was so important for them to receive that message.

My question is, with 35,000 students and 3,000 teachers, 184,000 schools, what impact do you think you could possibly have with 600,000 of these admittedly excellent pamphlets? That would be maybe three or four for each school in the country. It would be a fraction of 1 percent for the parents in this country.

Don't you think you ought to get something out to every parent in this country? We managed to get out census forms that nobody really cares about or reads about. We certainly get out income tax forms to every person in this country that paralyzes us with horror and fear. Why can't we give the same priority treatment to a statement to parents on the impact of drugs on their kids' future?

Secretary CAVAZOS. First of all, I want to thank you for your good comments about the book. As I pointed out the 600,000 copies were a first printing. We are planning on sending out many more copies of that publication.

Mr. SCHEUER. Well, that will be enough for the teachers, if you send it to all the teachers in the country. How about the parents?

Secretary CAVAZOS. This is what I was talking about. I'm willing to talk with my good friend, Postmaster General Frank, to see how we can assist in mailing the publication. This book is worthy of wide distribution.

Mr. SCHEUER. Would you be capable of printing 25 million to 30 million of them to be available to parents if we can get the Postmaster to send them out on some kind of a frank?

Secretary CAVAZOS. Let me talk to him.

Mr. SCHEUER. 25 million copies.

Secretary CAVAZOS. Let me talk to the Postmaster General about that.

Mr. SCHEUER. OK, because we'll talk to him, too.

Secretary CAVAZOS. We'll print them.

Mr. SCHEUER. You'll get a lot of support from the Congress in getting the Postmaster General to frank these out if you'd be willing to print the 25 or 30 million that would be needed for American parents. That's how many there are out there, who are in desperate need for this really, truly fine piece of work that you've turned out.

My second question, Mr. Secretary. You said that, "I am vigorous in demanding quality education for every single person in this Nation." Do you stand behind that statement?

Secretary CAVAZOS. Yes, sir.

Mr. SCHEUER. That's an exceptional statement. Mr. Secretary, we know from experience that there are certain kids from educationally and culturally deprived homes in this country, who can't make it in our school system unless they have an enriched pre-school experience.

Secretary CAVAZOS. Right.

Mr. SCHEUER. In my day, I was a Headstart kid, but we called it nursery school or pre-kindergarten.

The tragedy is that over the last century the kids that needed it the least, kids from middle-income families, got it the most and the kids who needed it desperately got it virtually not at all.

After 25 years of experience with Headstart, which we know can save education careers and lives, we only give a Headstart experience to one out of six kids who is at an urgent desperation risk, who, without help, is almost mathematically certain to fail in school—one out of six.

In New York State, we do a little better. It's one out of two. We send half our kids to Headstart.

Next Wednesday, we are getting an education bill to the floor of the House. Congressman Dale Kiley of Michigan and I and many others are sponsoring a full funding program for Headstart that would bring us up to finding a place in a Headstart Program for every child at education risk by 1994.

Is the administration prepared to back a full funded bill for the Headstart Program to make available, as you said, a quality education for every single person in this Nation, particularly these kids who are at urgent education risk?

Secretary CAVAZOS. Let me just say that one of the things that came out very, very clearly at the education summit was the commitment from the Government and the President to expand Headstart as far as they could go.

Mr. SCHEUER. Well, this is a practical legislative measure that's going to be considered on the floor of the House. Will you support that?

Secretary CAVAZOS. As you know, Headstart is administered by Health and Human Services, not the Department of Education. It is not appropriate for me to comment on that funding level. That's a question that I'd rather have you address to Secretary Sullivan.

Let me just say that the President, in his request, already asked for an additional $500 million for Headstart.

Mr. SCHEUER. Yes; Mr. Secretary, that will take us up from 16 percent of the kids at urgent education risk to between 20 and 21 percent. But, even with that $500 million add-on, we're consigning roughly 80 percent of our kids, mostly minorities from poor homes, to education failure. We're consigning with almost mathematical certitude to education failure when we fund, even after the President's request, assuming it's funded, when we say to five out of six kids who urgently need that program, we don't care enough about you to save your education careers.

Secretary CAVAZOS. I really can't go along with that. But I think it's going to require an additional effort at both the local and State levels. I know that's not a very popular view on funding issues, but all of us have to come together.

Also, I believe that the key time is before the Headstart years. I'm talking 1 and 2 year olds.

Mr. SCHEUER. You're absolutely right. Headstart is a remediation of failure that's taken place.

Secretary CAVAZOS. We need to reach children before they get to the Headstart Program.

Mr. SCHEUER. Exactly. But, without that, the kid is almost hopelessly lost. He's not learning ready when he enters the school house for first grade.

Secretary CAVAZOS. Let me point out that the first goal articulated for this Nation by the President when he spoke to Congress is that by the year 2000 every child in America will start school ready to learn. I think there is a clear statement and a commitment on the part of the President, the Governors, and others, to address exactly the issues that you're bringing up.

Mr. SCHEUER. Well, we don't want to wait until the year 2000. We want full funding by 1994.

Secretary CAVAZOS. It will take a full decade to reach those goals. That's what we've projected.

Mr. SCHEUER. Thank you, Mr. Chairman.

Secretary CAVAZOS. Thank you very much.

Mr. RANGEL. The Chair recognizes the subcommittee chairman of Crime for the Judiciary Committee that really has some innovative alternative plans to jails. I wish there was some official, but lacking that, unofficial way that your department could have input to alternatives, one perhaps to the school system where the kid obviously has not fitted in but, just as importantly, what happens with kids that shouldn't be in jail, but certainly are under confinement?

Mr. Hughes.

Mr. HUGHES. Thank you, Mr. Chairman, and I, too, welcome you, Mr. Secretary, today and congratulate you on your most recent initiatives. I do think that——

Secretary CAVAZOS. Which one?

Mr. HUGHES. Well, your curriculum, your model curriculum. It's an excellent initiative. Your brochure for parents for a drug-free environment is an excellent initiative and I hope that you can identify the funds to develop the strategy to share that with parents around the country. I think that is important.

I have a couple of questions. I know that time is short for us, so I'll try to be brief and I hope that you will also be brief in your responses.

First of all, I don't understand what's happened, because in 1988 we developed a comprehensive drug program that had a number of components, enforcement, as well as demand reduction. We committed roughly 65 percent of our budget to demand reduction, education and treatment, and one-third, roughly, to law enforcement.

I work on the enforcement side. I have for 25 years, either as a prosecutor or with the criminal justice system as a legislator. I am persuaded beyond a doubt that we need to commit more resources to education and treatment on a Federal dollar. We've got it just reversed. What has happened?

I've heard your statement today that you believe that it's demand reduction. All aspects are important. Demand reduction is where we can win the war and I agree with that. What has hap-

pened? Somewhere along the line in this administration, the trolley got off the track.

Have you just lost out in the debates within the Cabinet? Is that what has occurred or what has occurred? Because we've done a total reversal. Where we find that we are committing more resources to law enforcement—and we need them. I mean, considering the immense scale of the drug problem internationally, we need more resources in every sector. Eradication, crop substitution, intelligence gathering, interdiction, education, treatment. We need more resources in every area, given the dimension of the problem.

But, given the limited resources we have, we need to develop a strategy as to where we're going to put them. There was a very clear signal in policy a few years ago that we were going to commit more resources to education and treatment. What has happened?

Secretary CAVAZOS. I think, in fact, that is exactly what has happened. If you look at our budget over the last few years, it has grown substantially.

Mr. HUGHES. But the proportion for education to the total pie being given has lost ground, Mr. Secretary.

Secretary CAVAZOS. I respectfully disagree with you.

Mr. HUGHES. Well, the facts are very clear.

Secretary CAVAZOS. We've seen an increase in the funding for those programs. Let's face it. It's clear that interdiction and crop substitution and all those other things you're talking about are massively expensive kinds of programs.

Mr. HUGHES. And education is not?

Secretary CAVAZOS. Yes, but much of the funding for education is coming from the local and State level and I think that if we want to increase the amount of funding that we have available to us in drug education, I really think the States and the local area ought to start doing more.

Mr. HUGHES. Perhaps therein is part of the problem. We've decided that the States can bear a bigger share of the problem.

Of course, the drug problem is an international problem and the Federal Government has a major lead role and we should not be dumping the problem on the States who are ill equipped to deal with the problem.

But we decided, as a matter of strategy in 1988, that we were going to commit two-thirds of whatever we spend to education and treatment and one-third to the law enforcement side. We haven't seen that occur and somewhere along the line within the administration there has been a change basically of that policy. I haven't heard yet what occurred.

Secretary CAVAZOS. I don't think I can answer your question in a satisfactory manner. I really believe that the funding that we have available to us is consistent with what we need to do for the programs, to deliver the kinds of programs we have.

Mr. HUGHES. Let me move on to a couple of other areas.

Secretary CAVAZOS. All right.

Mr. HUGHES. One of the things you're doing is sending out a model curriculum and it's a very flexible curriculum so that school districts can custom tailor those programs to their particular needs. I think that's excellent.

What are we going to do to provide a clearinghouse, however, here at the Federal level where we can say to school districts around the country, "Hey, this has worked." Atlantic City has developed a program within this framework that has been very successful and we think you ought to try this. Are we going to provide that kind of leadership?

Secretary CAVAZOS. Yes, sir, I'm going to ask Dick Hays to describe the kinds of clearinghouse activities that we have.

Mr. HAYS. Yes; we provide substantial support to the National Clearinghouse for Alcohol and Drug Abuse information as part of HHS. Since 1987, we've provided approximately $500 thousand each year to support making sure that the education entities were well-served.

In addition to the national clearinghouse, we have five regional centers. One of the responsibilities of those regional centers is to get useful information on a timely basis to school districts and to state education agencies.

Mr. HUGHES. Are we going to provide some money for school districts to try it, such as we've done with the Law Enforcement Assistance Administration in years past, to say to communities, look, this has worked in this community and we think you ought to try this and if you do, here's a little seed money. Are we going to do that, too?

Mr. HAYS. None of the clearinghouses or regional centers provide money. They provide information and technical assistance and consultation and hope that, by providing that information, the money that they do get through the Drug-Free Schools and Communities Act, as well as their own money, can be better used.

Secretary CAVAZOS. We're supplying well over $400 million to the States.

Mr. HUGHES. Well, I would invite you to look at possibly providing some seed money to get other districts to experiment with those programs. It's worked with other Federal programs where we've had successful programs. It makes sense to provide some seed money as a way of encouraging them to utilize those innovative techniques.

I realize my time is up. One additional thing, prisons—youngsters coming into the prison system. Your school dropouts at two-thirds in South Brooklyn are prospects or candidates for entrance into our criminal justice system. I mean, the facts are very clear. The thing is, we're not interjecting ourselves at an early enough stage to prevent them from becoming major offenders.

My question is whether or not the Department of Education is prepared to support a program, for instance, that would develop a myriad of options for States that would provide, for instance, boot camp type facilities for dropouts that are getting into trouble? We don't have jail space for them. We need something like the old CCC where we can provide some basic training, some skills for them, perhaps using Federal military installations we're closing down.

What do you think of a partnership with the States, Mr. Secretary, where Education provides an educational component, screening them when they come into the system. Where there are dropouts and we have centers perhaps for them so we can provide some basic skills to them.

Secretary CAVAZOS. I think that that's certainly a very, very important role for the Department. I must also point out that one of Mr. Bennett's proposals has been a kind of boot camp sort of thing that they're looking at as more discipline and what have you, but I would anticipate a piece of that would have to include education.

Mr. HUGHES. I'm thinking in terms of even broader than just a boot camp. Having a part of the facility utilized, for instance, for a CCC type of operation or for training centers that we can provide some basic educational opportunities.

Secretary CAVAZOS. We have that available to us, but we also have available another resource that we haven't touched on and that's the schools themselves. We've got a lot of buildings out there and they're open only 180 days a year and only for a very limited period of time.

Mr. HUGHES. But, many times, these youngsters become discipline problems. Often they haven't dropped out. They've been kicked out because they've been disrupting the school system. So, in some settings, the school district would be the ideal mechanism.

But, you know, just funding Title I, in my judgment, is not going to get the ball over the goal line. We need to develop strategies to deal with a very high dropout rate, particularly in the inner cities. I haven't heard of such a strategy but, I believe, providing more resources for Title I is part of the answer. We need to develop specific strategies to deal with the dropout problem and we haven't done that.

Secretary CAVAZOS. We are working very, very hard on that problem, I assure you.

Mr. HUGHES. Thank you, Mr. Chairman.

Mr. RANGEL. Thank you.

Mrs. Lowey.

Mrs. LOWEY. Thank you, Mr. Chairman. Mr. Secretary, thank you for joining us this morning.

My colleagues have shared many of my concerns with you and I'd like to focus on a few additional areas.

First of all, on the goals of the Federal drug strategy as they relate to drug education. In the drug strategy, there exists appendix D, which seeks to quantify 2- and 10-year objectives in the war against drugs. Among adolescents, the drug strategy seeks to achieve a 15-percent reduction in illegal drug use in 2 years and a 55-percent reduction in adolescent drug use in 10 years.

So, what you're saying is if we will cut drug use in half in 10 years, that's fine. Well, it seems to me, if we stick with these targets, we're abandoning a whole generation of kids. As I travel throughout my district, parents are just plain scared. They're frightened. I don't think that's acceptable. Where did you get those targets from?

Secretary CAVAZOS. I didn't set those targets.

Mr. HAYS. Those figures are from the Office of National Drug Control Policy. I believe their idea is to provide realistic goals that could be achieved and not to provide false hope, realizing that ending drug abuse in our Nation is a very complex and long-term issue.

Mrs. LOWEY. Well, if I could pursue that a little bit further, I just wonder if those goals were pulled out of a hat. Is there any correla-

tion between those goals and the programs and initiatives that you are proposing and working on today that you've shared with us?

Secretary CAVAZOS. We're aiming at the national goal of having all of those schools drug-free, not just a reduction in adolescent use of 15 percent in two years and then 55 percent in ten years. Everything that I have laid out here this morning is aimed at that goal.

Mrs. LOWEY. It seems to me that the curricula is good. The research is good. All the brochures you've shared with us are good, but, I think it's time we declare a national emergency. I just don't think that we should be satisfied as a committee, as a nation, or as a department with those goals. I wonder how you feel about it?

It seems to me it's time that we say, we're going to get drugs out of schools and we're going to use whatever tools we have at our disposal to do it.

I want to tell you that just last week I heard that upwards of 80 percent of those youngsters in some of my high schools in Westchester County are still using drugs. What kind of a drug strategy program do we have if that's the case today?

Secretary CAVAZOS. I fully agree with what you said.

The drug problem is not unlike the problem we have with our educational system in general. It's going to require more than the Federal Government to turn both of these problems around. It's going to require State and local involvement, it's going to require parents and teachers and all of the citizens of the community to finally say, I'm fed up with inferior education or I'm fed up with drug use and its consequences. We're going to clean it up.

We can set goals at the Federal level, fund programs, and describe good things, but, until this Nation comes together and finally says, we've had it, it's not going to happen. Therefore, we have a massive education job to do—not just interdiction and law enforcement.

So, my commitment is to turn around the entire educational system in this country and a very vital part of it is to turn around the drug problem. I believe we can reach that goal by the year 2000.

Let me just take one more moment, if I may, Mr. Chairman, because I was asked at another hearing in Science and Technology whether it's realistic that we could be No. 1 in the world in science and math by the year 2000.

I addressed it this way and I'll address it the same way. Is it realistic that by the year 2000 in this Nation every school will be free of drugs and violence? Is that a realistic goal? Can we achieve that goal?

Mr. Chairman, we can reach that goal and I'm going to answer the question this way. The way I answered it at Science and Technology Committee, I said, no and yes. No; if we continue doing the things we're doing right now, not mobilizing this Nation, and not committing our human resources. No; we're not going to reach it in those circumstances, Mr. Chairman.

But yes, we can reach that goal if we can get the commitment from our citizens. As a Nation, we can reach those goals.

Mrs. LOWEY. Mr. Secretary, I just have a few more moments so I'd like to just pursue a few questions with you.

One question, I'm particularly interested in is your views regarding the antidrug abuse counseling in the schools? I'd like to share with you a couple of statistics. If you're not aware of them, I think they could be helpful to all of us.

We have a very, very successful counseling program. It's called the Student Assistance Services Program. In fact, the Department of Health and Human Services has published information in regard to that program. Under the Student Assistance Program, 94 percent of those reporting marijuana use stopped using that drug and 63 percent of those reporting alcohol abuse stopped using that drug.

Because my time is limited, I won't go into that further. I mention this because I'm concerned about the emphasis on curricula. Curricula is good, but it would seem to me that when we have high schools with one counselor for 2,200 youngsters, none in the middle school, none in the elementary—I dare say this is widespread throughout Westchester, NY and the country. Shouldn't we be focusing on getting these counselors into the schools, working with the youngsters, interceding, assisting them before they turn to drugs.

The curricula is fine but, unless we're working and training experienced counselors and providing the resources to get them in the schools, I question our success.

Secretary CAVAZOS. I think you're right on target there. We do need to take a multifaceted approach, including counseling for students that need it.

Mr. HAYS. We've provided information on that program. It's a very successful approach. Schools can use funding under the Drug-Free Schools program to support counseling activities.

Secretary CAVAZOS. So we have been tracking that program, as well.

Mrs. LOWEY. Let me just say in conclusion, because I think the Chairman wants to close this hearing, that I look forward to working with you and I can't emphasize enough as a Member of a district where drugs cross all ethnic lines, geographic lines, income lines, that we really have to declare a national emergency and we have to get those resources into the schools because I don't think our goals are sufficient.

Thank you very much.

Mr. RANGEL. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

I've been patiently awaiting an opportunity to speak with our good Secretary.

Mr. RANGEL. The time of the gentleman has expired.

Mr. GILMAN. I want to commend our Secretary for his approach to the problem. I do disagree with him regarding the need to wait for the year 2000 to resolve this issue. I don't think we can afford to wait any longer. Some have stated that we need another declaration. I think we've had enough declarations, and said enough about the urgency of the drug problem. We need to act immediately to attack this problem.

New curricula. These, of course, are all meaningless unless we see that they're properly implemented. I am pleased to learn you are developing some regulations for implementation. However,

those regulations, too, will be meaningless if they sit on the shelf and if you let the fox watch over the chickens.

In the implementation procedure that you've outlined, you're allowing the States to decide whether it's being properly implemented. I would hope that the Department of Education is going to be out there doing some implementation and inspection to make certain that all of the funds we're pouring into these programs are going to be used appropriately and effectively.

Secretary CAVAZOS. Yes, sir, we will. One of the major thrusts that we are doing in the Department, and certainly throughout the entire administration, is providing more flexibility for the use of those funds. We think we can get innovative kinds of programs going in a good direction. But the other side of that coin is accountability. We expect the States and the local areas to be accountable for the quality of the program.

Mr. GILMAN. But how is the Federal Government going to make certain that there is accountability?

Secretary CAVAZOS. We're going to have to monitor programs.

Mr. GILMAN. Do we have a team? Do we have personnel that's going to be assigned to go out and make certain that the funds are being used properly and that we are implementing these grandiose programs?

Secretary CAVAZOS. We audit all our programs.

Mr. GILMAN. I'm not talking about auditing the State departments.

Secretary CAVAZOS. I'm not talking about a financial audit. I'm talking about——

Mr. GILMAN. Do you have some field people who will be out there at the State and local levels?

Secretary CAVAZOS. We shall visit SEAs and LEAs currently.

Mr. GILMAN. How many field people do you have assigned to the accountability aspect?

Mr. HAYS. On the State and local program, we have approximately 16 people.

Mr. GILMAN. Six?

Mr. HAYS. Sixteen.

Mr. GILMAN. Sixteen people for the entire Nation. Do you think that that's adequate, Mr. Hays?

Mr. HAYS. Well, we believe that the States also have a major responsibility.

Mr. GILMAN. Will you place the mic a little bit closer?

Mr. HAYS. Yes; I will. Excuse me. The States also have a major responsibility. In fact, in terms of the Drug-Free Schools and Communities Act, they are the major managers and implementors of the program and have that responsibility. What we try to do is to get to at least one-third of the States each year and we amplify that by regional meetings and technical assistance.

Mr. GILMAN. So there'll be some States you won't reach until you're into the third year period, right?

Mr. HAYS. If we heard that there were problems, they would move up on the scale.

Mr. GILMAN. I guess maybe even the year 2000, under that kind of a program, is appropriate. I would hope that you would put a larger team together and get out there to make certain the States

are doing what they should be doing. I hope you're not just waiting for the paperwork to come in and audit the paperwork and say, well, they write up a nice report and it must be good because they say it's good.

Let me just go on. My time is limited. If I might. I would hope you'd take another look at all of that.

I note you mention the National Commission on Drug-Free Schools. Do you meet with them periodically?

Secretary CAVAZOS. Yes, sir, I have. We have been following that and that report will be ready for the Congress and the President. The Commission's report is due in September. We will make that deadline.

Mr. GILMAN. Has it been a good, hard-working commission?

Secretary CAVAZOS. It has been a good, hard-working commission. It has held seven field hearings.

Mr. GILMAN. We haven't heard very much about that. That's why I asked.

Secretary CAVAZOS. I believe it's been an excellent commission, one of the better ones. There are eight Members of Congress on that Commission.

Mr. GILMAN. We haven't met with them. I guess we'd better start asking our colleagues what they're doing with regard to these problems. I don't think there are any Members of this committee that served on that Commission.

Mr. Secretary, with regard to the new rates, what's the limitation on the comment period on your new regulations?

Secretary CAVAZOS. It's 45 days.

Mr. GILMAN. They were issued in mid-April, so what time do we have?

Secretary CAVAZOS. June 8.

Mr. GILMAN. Have you received any comments back from any of the States?

Mr. HAYS. A few.

Mr. GILMAN. You've earmarked some $460 million for implementation. Why do we need that much money for implementation out of the $600 million?

Secretary CAVAZOS. That is money that's going to the local and State level to implement programs in local schools.

Mr. GILMAN. Out of a total of $600 million, is two-thirds going for implementation?

Mr. BRENNAN. Yes, sir.

Mr. GILMAN. Directly to the States?

Secretary CAVAZOS. Directly to the States and then, in turn, to the local level.

Mr. GILMAN. With regard to the regional centers, I see you have a proposal for five new regional centers. Is that in addition to some existing centers?

Secretary CAVAZOS. We have a competition schedule to award cooperative agreements for centers for the next several years. We will continue to operate five regional centers.

Mr. GILMAN. How many teachers did we process through these centers? Do you have any idea?

Mr. HAYS. The number that I recall, Mr. Gilman, is something like 7,000 in the last several years. There are all sorts of teacher

training programs. It's hard to categorize them. Some of them have residential training of 3 or 5 days. Others have other types of programs.

Mr. GILMAN. Mr. Hays, what percentage of the schools in the country would you say belong to the regional center programs?

Mr. HAYS. I'd say a small percentage. But we must keep in mind the other sources of support for teacher training. Teacher training is one of the areas emphasized by States and local schools using formula grant funds. In addition, we have a discretionary program of $23 million annually, which provides grants for training teachers as well as other school personnel.

Mr. GILMAN. Well, I'm talking about the regional centers. What's the percentage? You say it's a relatively small percentage of the public schools.

Mr. HAYS. Yes; I'll get that information.

Mr. GILMAN. Mr. Chairman, I'd ask that it be made part of the record.

Mr. RANGEL. Without objection.

[The attachment to the statement of Secretary Cavazos appears on p. 72.]

Mr. GILMAN. Last year when you testified before us, Mr. Secretary, you indicated that you were going to meet with State directors of education periodically in regional meetings. Have you been doing that?

Secretary CAVAZOS. I met with the urban superintendents. Of course, I have discussed this issue with Governors, with chief State school officers. We have been having a variety of meetings at every level.

I think that the main thing that they're concerned with is exactly the same concerns that you've laid out here in terms of what the Federal role is and where we should be going in terms of the drug issue. I feel that, since——

Mr. GILMAN. Let me interrupt you, if I might, Mr. Secretary. Did you bring the commissioners of education together from all the States?

Secretary CAVAZOS. No; I have not brought them together for one formal session.

Mr. GILMAN. Is there a problem in doing that?

Secretary CAVAZOS. No; it's not a problem. We can certainly do that, Mr. Gilman. We've certainly had opportunities to talk to them. I talked to them down at a meeting in Florida. I don't know that they all need to come together here in Washington to address this issue.

For example, I talked to 7,000 school board members the other day at one session dealing not with drugs, but with general education. What I'm getting at here is that I am communicating with the principals and the superintendents, the Governors, with people at all levels on many education issues, including the drug problem.

Mr. GILMAN. It would seem to me that with the emphasis you're placing on the need to get the message out on how important drug education is, and pursuing what the President has said about the national security issue, that it would be appropriate to bring these commissioners together. How many are there? Fifty commissioners

meeting together in one room saying, "These are our goals. What are your thoughts on our goals?"

Secretary CAVAZOS. We can do that, Mr. Gilman. The thing that I'm concerned about is getting the message beyond the commissioners.

Mr. GILMAN. It is a place to start. I hope you might consider that, Mr. Secretary. I want to assure you that this committee stands ready to support any innovative ideas you have. I think you've got the impression from all of the Members today of how urgent we feel the problem is. We like some of the things you're doing. We're concerned about delay in the bureaucracy and all of the problems in getting these initiatives out there to the battle front where it's so important. I hope you wouldn't hesitate to call upon us to be of assistance.

Secretary CAVAZOS. I assure you we will.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. RANGEL. Mr. Secretary, I was impressed and agreed with the statement you made to Mrs. Lowey that we can only win this battle when we find a sense of urgency and outrage and people saying, enough is enough, and that this is not one person or one President or one congressional segment's problem. It's all of our problems.

Now, quite frankly, as Mr. Gilman says, the President has declared this a national security issue and I have not seen the outrage or the urgency as it relates to the Cabinet. I could challenge you right now, and I think I will, as to when have you ever heard the Secretary of State express an outrage about what's going on? He's got his hands full in Eastern Europe and he's working in South Africa and he's got his hands full all over in the Middle East. Ben's leaving, but he's there in the Middle East and we know he's doing a good job.

But the outrage is not there. When have we found an outrage by Secretary of Health that we ought to have treatment on demand. No kid ought to really be running around saying, "just say no," and, "I want treatment."

Where's the outrage with the Attorney General as he competes with you for that Federal dollar, building jails instead of providing scholarships? That's your money that's going to these jails and I wish, Mr. Hays, do you have the capacity to find out how many local and State dollars are going into the criminal justice system or the treatment system? Could you run that in a computer?

Mr. HAYS. We can get that for you.

Mr. RANGEL. You do that and we may find the outrage. When Americans find out how much we are paying to keep our kids in jail, how much we are paying to put them into treatment, how much we are paying, if you can even extend it further, for police and judges and for probation offices and then, of course, how much we are paying—I'm not talking about Federal dollars and throwing Federal dollars—I'm talking about where is the support system.

I don't see outrage with anyone. As a matter of fact, I've been trying to read the President's lips and I haven't seen too much outrage there either, with the exception of his historic and politically courageous visit to Cartagena. So the outrage is in the streets. It's from our constituents. It's from the frustrated teachers. It's from

the 1,000 points of lights, the ministers, the churches that are held hostage. So the outrage is out there in the street and sometimes we don't find that outrage and sense of urgency on the top.

My question, "When was the last time the Cabinet met with the President of the United States to discuss the strategy in this war?"

Secretary CAVAZOS. When was the last time? I can't give you the exact date certainly. It's been a few months ago that we talked about it.

Mr. RANGEL. The Cabinet was there?

Secretary CAVAZOS. Yes.

Mr. RANGEL. Was the meeting called to discuss drugs?

Secretary CAVAZOS. It included other things, but that was one of the major topics.

Mr. RANGEL. Let him talk about it. I'm a combat veteran, sergeant though it may be. Commander in Chief calls the Cabinet together. How is this war going? And all the Cabinet officials are there. Now, the President has been in for over a year and it would seem to me, since it's national security by his definition, that this would warrant a meeting of the Cabinet. I suspect that when you have Cabinet meetings you talk about a lot of things.

Secretary CAVAZOS. Including drugs.

Mr. RANGEL. That's another question, Mr. Bennett. Has there ever been a meeting called by the President of the United States to discuss drugs and drug strategy alone?

Secretary CAVAZOS. I can't——

Mr. RANGEL. You don't remember.

Secretary CAVAZOS [continuing]. Respond to that.

Mr. RANGEL. Well, let me try it again, has Mr. Bennett ever called a meeting of the Cabinet to discuss drugs and drug strategy alone?

Secretary CAVAZOS. He communicates with us, but let me point out that Mr. Bennett does not call the Cabinet together, the President does.

Mr. RANGEL. Well, you wouldn't be offended if the President's person called together, the strategy team.

Secretary CAVAZOS. Absolutely not, Mr. Chairman, but let me——

Mr. RANGEL. Well, there's a tone in your voice that Mr. Bennett doesn't call Cabinet officials. I recognize that he's not a Cabinet member, but he's the President's Czar, which is a little——

Secretary CAVAZOS. I don't call the Cabinet together to talk about education either. The President calls the Cabinet together.

Mr. RANGEL. But you're not the Drug Czar. I mean, the Drug Czar——

Secretary CAVAZOS. I am the Secretary of Education, Mr. Rangel. It's the parallel. May I follow up, if I may, on one of your comments?

Mr. RANGEL. Sure.

Secretary CAVAZOS. I think it is absolutely valuable that we gather the data that you want about what it is costing us to keep youngsters in prison. I happen to have a sense of roughly how much it is, Mr. Chairman. You can send them probably to the finest universities today for what it is costing us to put one youngster in prison and that's why I have outrage, Mr. Rangel. I am out-

raged that America will not address its education problems. The drug issue is part of our education problem.

Mr. RANGEL. OK, please get in touch with Mr. Bennett and ask him for the official Cabinet statement which should include all of the work that you're doing. That limitation, I'll share with Mr. Hays.

Secretary CAVAZOS. We certainly will keep him informed.

Mr. RANGEL. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. Dr. Bennett took some shots here today and, of course, he's not here to defend himself. But I guess I would like to suggest and I suspect you would agree that what Dr. Bennett has said is that education can't be a one shot inoculation. It's got to be a continuing process. You just don't have one education program and then it's all over and the cure is there.

In fact, the recent Rand study that came out said, and I quote, "Our results indicate that it would be a mistake to assume that a prevention program could function as a one shot, life time inoculation." I take it you'd agree with that and most authorities would agree with it as well.

Secretary CAVAZOS. Yes, sir.

Mr. COUGHLIN. Second, I just wanted to make sure that you have the statutory authority that you need or was there additional statutory authority that you feel you need to fight the war against drugs in your department?

Secretary CAVAZOS. I think we're in good shape right now with the recent legislation. What I want to do is to get those regulations finalized and then start evaluating where we stand. If we need additional changes we will either rewrite our regulations or come back for additional legislative authority in these areas. The regulations are a key part of our strategy and we appreciate the opportunity to work with you. Give us a little time to evaluate what we're doing now.

Mr. COUGHLIN. Finally, I just want to say that this has been a remarkable hearing in my judgment. First, because of the numbers of Members that were here today and participating actively, and second, because on previous occasions, at least from this Member's standpoint, the activity level of the Department of Education in the area of drug abuse prevention was nothing like it is today and nothing like it has been shown to be at these hearings.

I mean, as I said, you have a full platter. You're moving on all sorts of fronts in the drug abuse prevention area. I congratulate you for that. It's refreshing. It's really moving up. The war has been declared and is being fought on a very daily basis by the folks at your department and by you, Mr. Secretary. I think that's a very, very welcome sign and I want to congratulate you.

Secretary CAVAZOS. Thank you very much.

Mr. RANGEL. Mr. Secretary, I hope you feel comfortable in using this committee wherever you think that we can be supportive. This is especially so in reaching out to our local and State school systems which, as you know, is what we have to relate to since we don't have a Federal system.

A number of questions have been raised at this hearing and a lot of things, obviously, are going on out there that we have no idea

about. Schools that you really think are models. We have set up an educational communication system from our committee. We serve on all of the committees besides the select committee.

Mr. Coughlin and I were talking during the hearing and we're going to have staff prepare a couple of pages out of this book and, until such time as you can persuade someone to frank the whole thing, we will encourage our Members in the House, at least, to frank and send out in their newsletters some of this information. If there is something more precise that you think would be more beneficial, suggest that to us and we will get it out to the members using our franking privileges to get those things out.

Where you have better schools and better programs, maybe you can tell us now, Mr. Hays, who we could be in touch with as a liaison between our staffs and the members in your department so that when we go do our field hearings, it's not just people on sides of the mike. We like to walk in the streets where you're walking, go into the schools that you're going into, because people look at it as government. They don't look at it as the administration, the House and Democrats and Republicans. They want to know, what are you people doing?

It would help us all if we knew. We know what we're not doing. It would help us if we could at least hold on to those things that give hope to people that help is on the way.

Secretary CAVAZOS. We can provide people for you there. I think that it is important that we work with you in field hearings and other areas. You call and we'll have a person or two there to address specific issues.

I also want to emphasize that we know that any war is won by cooperation. If you have a plan, stick with it. I assure you that you'll find in the Department of Education a group of people just as committed as this committee is to eradicating drug use. So all you have to do is pick up the phone and call me, Mr. Chairman, and we'll be glad to respond.

Mr. RANGEL. We're going to do that right now. We want you to assign somebody. Our next hearings are going to be with entrepreneurs and industrialists that have some concerns about what we're producing in terms of the labor market. They would be witnesses that normally appear before my Ways and Means Committee. All of them want to do something in education, but they don't know what they do. They reach out. They adopt a school.

Ed Pratt, who was the Chairman of the National Economic Round Table, has assigned a person, an industrialist, for every State, to work with the State education commissioners. We're going to have them here.

Secretary CAVAZOS. What's the date?

Mr. RANGEL. We would want you to assist us in putting together the hearings. They want to form a partnership. We don't know what they can do. Maybe, as a result of the conferences you've had around the country with school superintendents, you would know where best they can make an effort.

In the city of New York, my chancellor will be meeting with the Chamber of Commerce there to work out a plan for them.

We have ways that we can provide tax incentives for those employers that are willing to go into partnership and to help and

assist in the education of the kids or providing, at the very minimum, recreational opportunities, internships, scholarships, if you will.

So, we're trying to broaden the base to see what we can do and maybe you can help us to set up those types of hearings, so that the results can be shared with you and the members of the administration.

Secretary CAVAZOS. We'll do it.

Mr. RANGEL. Thank you for being you. As we say, ojala que tenga mucho exito.

Secretary CAVAZOS. Gracias pero muchisimo and thank you again.

[Whereupon, the hearing was concluded at 11:52 p.m.]

PREPARED STATEMENTS

OPENING STATEMENT OF

THE HONORABLE CHARLES B. RANGEL

CHAIRMAN

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

HEARING ON

FEDERAL STRATEGY FOR DRUG ABUSE EDUCATION

WEDNESDAY, MAY 9, 1990

B-318 RAYBURN HOUSE OFFICE BUILDING

9:30 A.M.

GOOD MORNING LADIES AND GENTLEMEN.

TODAY, I AM PLEASED TO WELCOME THE HONORABLE LAURO F. CAVAZOS, SECRETARY OF EDUCATION, BEFORE OUR COMMITTEE. MR. CAVAZOS IS CERTAINLY NO STRANGER TO THE NARCOTICS COMMITTEE, HAVING TESTIFIED BEFORE US LAST YEAR WHEN WE WERE TRYING TO GET A HANDLE ON THE PROGRESS OF THE FIRST NATIONAL DRUG CONTROL STRATEGY.

AS YOU KNOW MR. SECRETARY, THE BIGGEST LOSERS IN THE NATION'S WAR ON DRUGS HAVE BEEN OUR YOUTH. OUR YOUNG PEOPLE ARE SUCCUMBING TO THIS CRISIS IN GREATER NUMBERS AS THE DAYS GO BY, AS BOTH VICTIMS AND VICTIMIZERS. AN ENTIRE GENERATION MAY BE LOST BEFORE WE ARE FINISHED WITH THE DRUG CRISIS.

THE IMPORTANCE OF EDUCATION CANNOT BE OVEREMPHASIZED. HEADING INTO THE NEXT CENTURY, AMERICA FINDS ITSELF FACING INCREASING COMPETITION IN WORLD MARKETS. IF WE ARE GOING TO BE IN THE POSITION TO CONTINUE COMPETING SUCCESSFULLY, WE MUST HAVE AN ADEQUATE LABOR FORCE, AND HAVING AN ADEQUATE LABOR FORCE MEANS HAVING AN EDUCATED LABOR FORCE. UNFORTUNATELY, THE DRUG CRISIS IS HAVING AN EFFECT ON OUR ABILITY TO PREPARE INDIVIDUALS FOR TOMORROW'S CHALLENGES.

WE HAVE TO LOOK AT EDUCATION AS BEING BROADER THAN JUST THE THREE R'S. EDUCATION TODAY MUST BE TRAINING AND PREPARING INDIVIDUALS FOR THE WORK FORCE OF THE FUTURE. IT IS TRAINING AND EDUCATING THOSE PEOPLE COMING OUT OF OUR DRUG TREATMENT PROGRAMS AND OUR JAILS AND PRISONS, SO THAT THEY MIGHT BE ABLE TO MAKE A CONTRIBUTION. IT IS FINDING A WAY TO REACH THOSE WHO ARE AT-RISK OR OUTSIDE THE SYSTEM, SO THAT THEY MIGHT HAVE AN OPPORTUNITY TO BECOME PRODUCTIVE. IT IS KEEPING KIDS OFF OF DRUGS, AND KEEPING THEM OUT OF SITUATIONS THAT WOULD LEAD THEM TO EXPERIMENT WITH DRUGS.

WE KNOW THAT DROPOUTS HAVE A GREATER TENDENCY TO USE DRUGS THAN DO OTHER STUDENTS. SO WHAT ARE WE DOING TO PREVENT THE DAILY HEMORRHAGING OF STUDENTS GIVING UP ON SCHOOL?

WE KNOW THAT PEOPLE WITHOUT EDUCATION ARE MORE INCLINED TO BECOME INVOLVED IN CRIME AND DRUGS DOWN THE ROAD. SO WHAT ARE WE DOING TO HELP EDUCATE THOSE INMATES WHO ONE DAY WILL RE-ENTER THE COMMUNITY? WHAT ARE WE DOING TO MAKE SURE THEy ARE LEARNING SOMETHING WHILE THEY ARE INCARCERATED SO THEY WON'T BE RE-INCARCERATED?

LAST YEAR WE DISCUSSED THE IMPORTANCE OF ESTABLISHING A NATIONAL PLAN, A BLUEPRINT, IF YOU WILL, TO TEACH AND

INFORM EACH AND EVERY SCHOOL CHILD IN AMERICA ABOUT THE DANGERS AND DRAWBACKS OF DRUG ABUSE. YOU MAY REMEMBER, MR. SECRETARY, OUR HAVING TALKED ABOUT THE DEVELOPMENT OF A NATIONWIDE ANTI-DRUG EDUCATION CURRICULUM AS PART OF THE OVERALL NATIONAL PLAN AND STRATEGY.

IN DRAFTING SUCH A PLAN, I WOULD HOPE THAT YOU WOULD ESTABLISH LINES OF COMMUNICATION WITH THE STATE COMMISSIONERS OF EDUCATION, THE SCHOOL ADMINISTRATORS AND THE PRINCIPALS THAT MAKE UP OUR VAST EDUCATION NETWORK, TO LET THEM KNOW WHAT YOU EXPECT OF THEM ALONG THE LINES OF DRUG EDUCATION.

HOW ARE WE EVALUATING THE JOB THAT THESE OFFICIALS ARE DOING? HAVE WE ESTABLISHED ANY CRITERIA OR ANY GUIDELINES THAT THEY SHOULD FOLLOW? DO WE KNOW WHAT WORKS AND WHAT DOES NOT WORK, AND DO WE HAVE ANY FORMALIZED WAY OF ANSWERING THAT QUESTION?

MR. SECRETARY, WE HAVE TO DEVISE AND MAINTAIN STANDARDS OF ACCOUNTABILITY IF WE ARE GOING TO MAKE ANY PROGRESS IN FIGHTING THE DRUG WAR THROUGH OUR EDUCATION SYSTEM. IF WE ARE GOING TO WITHHOLD FEDERAL DOLLARS FROM SCHOOLS THAT DO NOT DEVELOP ANTI-DRUG EDUCATION PROGRAMS, THEN SHOULD NOT WE AT LEAST SPELL OUT FOR THEM WHAT IT IS WE'RE EXPECTING THEM TO DO?

I HAVE SAID OVER THE YEARS THAT THE WAR ON DRUGS CANNOT BE FOUGHT WITHOUT LEADERSHIP FROM THE TOP. NO MATTER HOW MANY PAPER PLANS WE DEVISE; NO MATTER HOW MANY DOLLARS WE APPROPRIATE; NO MATTER HOW MANY TREATMENT CENTERS WE OPEN OR HOW MANY PEOPLE WE ARREST; WITHOUT THE SUPPORT OF THE NATION'S LEADERSHIP, THE WAR ON DRUGS WILL CONTINUE TO BE FOUGHT WITH RUBBER BULLETS.

THE PRESIDENT HAS MADE IT CLEAR THAT THE DRUG CRISIS IS ONE OF HIS TOP PRIORITIES.

DRUG DIRECTOR BENNETT HAS BEEN THE ADMINISTRATION'S LEADING VOICE ON THE DRUG PROBLEM.

JACK KEMP, THE SECRETARY OF HOUSING AND URBAN DEVELOPMENT, HAS MADE IT ABUNDANTLY CLEAR THAT DRUGS WILL NOT BE TOLERATED IN TAXPAYER-SUPPORTED PUBLIC HOUSING.

THE SECRETARY OF STATE AND THE SECRETARY OF DEFENSE HAVE TAKEN STEPS RECENTLY TO ELEVATE THE PRIORITY GIVEN TO DRUG ISSUES ON THE AGENDAS OF THEIR DEPARTMENTS.

IT IS IMPERATIVE THAT WE MOVE TO CHANGE THE ATTITUDES OF OUR CHILDREN SO THAT THEY WILL GROW UP DISDAINING ANY AND EVERYTHING THAT HAS TO DO WITH ILLEGAL DRUGS.

I HOPE TODAY THAT YOU BRING US NOTHING BUT GOOD NEWS ABOUT THE THINGS THAT YOUR DEPARTMENT IS DOING. WE WANT TO KNOW WHAT PLAN IT IS THAT YOU HAVE LAID OUT FOR AMERICA'S EDUCATION SYSTEM TO FIT INTO THE OVERALL DRUG STRATEGIES THAT THE PRESIDENT AND DRUG CZAR WILLIAM BENNETT HAVE DELIVERED.

MR. SECRETARY, AGAIN, I WANT TO WELCOME YOU. AND I HOPE THAT YOUR TIME HERE TODAY WILL BE OF BENEFIT TO NOT JUST THE COMMITTEE, BUT TO THE AMERICAN PEOPLE. THEY WANT LEADERSHIP. THEY WANT TO KNOW THAT EVERYBODY INVOLVED IN GOVERNMENT --- NO MATTER WHAT LEVEL, OR IN WHAT CAPACITY --- IS TRULY CONCERNED ABOUT THIS. THEY WANT TO KNOW THAT ALL OF THE CABINET SECRETARIES HAVE A BLUEPRINT AND A PLAN TO BE EXECUTED.

I THANK YOU FOR TAKING TIME TO BE HERE, AND I LOOK FORWARD TO YOUR TESTIMONY.

OPENING STATEMENT OF CONGRESSMAN LAWRENCE COUGHLIN

VICE CHAIRMAN, SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

HEARING WITH EDUCATION SECRETARY LAURO CAVAZOS

WEDNESDAY, MAY 9, 1990

THANK YOU, MR. CHAIRMAN. SECRETARY CAVAZOS, WE ARE DELIGHTED THAT YOU COULD BE WITH US THIS MORNING. EDUCATION IS A CRITICAL COMPONENT OF OUR NATION'S DRUG PREVENTION EFFORTS AND I WANT TO COMMEND YOU FOR YOUR EFFORTS TO DATE. WE KNOW YOU SHARE OUR COMMITMENT TO EDUCATING OUR NATION'S YOUTH TO SAY NO TO DRUGS. WE LOOK FORWARD TO HEARING YOUR ASSESSMENT OF THE DEPARTMENT'S ROLE IN IMPLEMENTING PREVENTION AND EDUCATION ACTIVITIES.

THE UNVEILING OF THE NATIONAL DRUG CONTROL STRATEGY HAS FOCUSED THIS NATION'S ATTENTION ON THE DRUG PROBLEM. ALL ACROSS THE COUNTRY, MORE AND MORE AMERICANS ARE SAYING THEY WILL NO LONGER TOLERATE THE USE OF ILLEGAL DRUGS -- IN THEIR SCHOOLS, THEIR WORKPLACES, OR THEIR NEIGHBORHOODS.

THE STRATEGY INCLUDES A ROLE NOT ONLY FOR THE FEDERAL GOVERNMENT, BUT FOR OUR STATE AND LOCAL GOVERNMENTS, THE PRIVATE SECTOR, AND COMMUNITY LEADERS AND CITIZENS ALIKE. WE MUST WORK TO DEVELOP SOUND ANTI-DRUG CURRICULA AND FIRM ZERO-TOLERANCE POLICIES WHILE AT THE SAME TIME MOBILIZING COMMUNITIES TO SUPPORT AND WORK WITH THE SCHOOLS.

THE DEPARTMENT OF EDUCATION'S ANTI-DRUG BUDGET HAS INCREASED SIGNIFICANTLY IN RECENT YEARS. FOR FISCAL YEAR 1991, THE PRESIDENT REQUESTED $593 MILLION -- AN INCREASE OF $54 MILLION OVER CURRENT LEVELS AND AN ESTIMATED 65% INCREASE OVER THE 1989 FUNDING LEVEL.

LAST FALL, THE ADMINISTRATION PROPOSED -- AND CONGRESS PASSED -- MAJOR LEGISLATION REQUIRING SCHOOLS AND UNIVERSITIES TO DEVELOP AND IMPLEMENT COMPREHENSIVE DRUG PREVENTION PROGRAMS AND POLICIES AS A CONDITION OF ELIGIBILITY TO RECEIVE FEDERAL FUNDS. THIS LAW GIVES EDUCATIONAL INSTITUTIONS A POWERFUL INCENTIVE TO TAKE DECISIVE ACTION AGAINST THE USE AND SALE OF DRUGS.

THE CONGRESS ALSO PASSED THE ADMINISTRATION'S PROPOSAL FOR EMERGENCY GRANTS TO SCHOOL DISTRICTS FACING A CONCENTRATION OF DRUG PROBLEMS. I KNOW THAT THE DEPARTMENT WORKED LONG AND HARD TO SEE THIS LEGISLATION ENACTED. WE LOOK FORWARD TO HEARING FROM THE SECRETARY AS TO THE STATUS OF THE IMPLEMENTATION OF THIS IMPORTANT LEGISLATION.

THE DEPARTMENT OF EDUCATION HAS A NUMBER OF MAJOR INITIATIVES UNDERWAY TO EVALUATE THE STATE AND LOCAL GRANT PROGRAM. THESE INITIATIVES INCLUDE A TWO-YEAR STUDY TO OBTAIN SPECIFIC INFORMATION AS TO THE KINDS OF PROGRAMS AND SERVICES BEING PROVIDED NATIONWIDE. I WOULD BE INTERESTED IN THE SECRETARY'S COMMENTS AS TO HOW THE DEPARTMENT WILL UTILIZE THE RESULTS OF THIS STUDY AND WORK WITH STATES AND LOCALITIES TO IMPROVE ANY PERCEIVED WEAKNESSES IN THE PROGRAM.

THE DEPARTMENT CONTINUES TO PLAY AN IMPORTANT SUPPORT ROLE FOR STATE AND LOCAL EFFORTS THROUGH THE DISSEMINATION OF INFORMATION, INCLUDING AUDIOVISUAL MATERIALS AND NUMEROUS PUBLICATIONS.

(3)

I WANT TO NOTE, IN PARTICULAR, THE DEPARTMENT'S LATEST PUBLICATION, GROWING UP DRUG FREE: A PARENT'S GUIDE TO PREVENTION, WHICH EMPHASIZES THE CRITICAL ROLE OF PARENTS IN INSTILLING THE RIGHT VALUES AND STANDARDS. THE IMPORTANCE OF SENDING A STRONG MESSAGE AT AN EARLY AGE THAT DRUG USE IS WRONG AND HARMFUL CAN NOT BE UNDERSTATED.

MR. SECRETARY, I LOOK FORWARD TO YOUR TESTIMONY.

Opening Statement
Honorable Solomon P. Ortiz
Select Committee on Narcotics Abuse and Control
May 9, 1990

I would like to thank Chairman Rangel for having this hearing on such an important issue to all of us.

I would also like to take this opportunity to welcome Secretary Cavazos, who was born and raised in my Congressional District, and I thank him for appearing before us today.

Last week after a 10 day undercover operation in my district, police officers arrested 54 students for possession of drugs.

The School District Superintendent said he hears from the principals that they feel like the drug situation is getting worse and that the problem is not being treated effectively enough by the schools.

As a former law enforcement officer I think that not only enforcement but education is the key to winning this war on drugs. For this reason, in 1985 I introduced the National Drug and Alcohol Education Act. I believe that education is the key to combating drug abuse.

The children of today represent our future for tomorrow and I welcome hearing Secretary Cavazos comments on this very important topic.

Opening Statement

by

The Honorable Michael G. Oxley

Select Committee on Narcotics Abuse and Control

May 9, 1990

THANK YOU MR. CHAIRMAN. I WANT TO COMMEND YOU FOR CALLING TODAY'S HEARING AND I WANT TO WELCOME SECRETARY CAVAZOS. I LOOK FORWARD TO OUR DISCUSSION OF DRUG EDUCATION PROGRAMS.

DRUG EDUCATION IS OFTEN THE FORGOTTEN SISTER IN THE WAR ON DRUGS. IT IS POPULAR, AND I BELIEVE APPROPRIATE, TO FOCUS MUCH OF OUR ATTENTION TO LAW ENFORCEMENT EFFORTS, SUCH AS MONEY LAUNDERING, DRUG INTERDICTION, DEATH PENALTIES, AND OTHER HIGHLY VISIBLE

ACTIVITIES. NEVERTHELESS, WE CANNOT LOSE SIGHT OF THE IMPORTANCE OF EFFECTIVE ANTI-DRUG ABUSE EDUCATION PROGRAMS.

I AM PLEASED THAT THIS SECRETARY AND THE BUSH ADMINISTRATION IN GENERAL HAS NOT LOST SIGHT OF DRUG EDUCATION PROGRAMS. IN FACT, PRESIDENT BUSH HAS CALLED FOR SIGNIFICANT NEW RESOURCES FOR EDUCATION AND PREVENTION PROGRAMS IN HIS UPDATED NATIONAL DRUG CONTROL STRATEGY WHICH WAS RELEASED IN JANUARY. IN 1989, THE DEPARTMENT OF EDUCATION RECEIVED $376 MILLION IN BUDGET AUTHORITY FOR ITS ANTI-DRUG EFFORTS. BY THE END OF THIS

FISCAL YEAR, THE DEPARTMENT WILL SPEND SOME $560 MILLION AND THE PRESIDENT WANTS ANOTHER $54 MILLION IN BUDGET AUTHORITY FOR EDUCATION IN FISCAL YEAR 1991. LET THERE BE NO DOUBT, THE BUSH ADMINISTRATION IS SERIOUS IN ITS SUPPORT FOR EFFECTIVE DRUG EDUCATION PROGRAMS.

MAYBE MORE IMPORTANTLY THAN THE AMOUNT OF MONEY BEING PLACED INTO EACH PROGRAM IS THE TANGIBLE RESULTS OF THESE PROGRAMS. IT MAKES NO SENSE TO FUND PROGRAMS THAT ARE INEFFECTIVE, SO I AM PLEASED THAT UNDER SECRETARY CAVAZOS'S LEADERSHIP, THE DEPARTMENT OF EDUCATION IS CONDUCTING A VARIETY OF

STUDIES TO DETERMINE WHAT WORKS AND WHAT DOES NOT.

I AM ALSO PLEASED THAT THE DEPARTMENT WILL BE UNVEILING ITS MODEL ANTI-DRUG CURRICULA IN THE VERY NEAR FUTURE. WHILE IT SHOULD BE POINTED OUT THAT THE DEPARTMENT HAS NO STATUTORY AUTHORITY TO DICTATE A NATIONAL ANTI-DRUG CURRICULUM, THE SECRETARY'S OFFICE OFFERS ONE OF THE BEST "BULLY PULPITS" FROM WHICH LOCAL SCHOOL DISTRICTS CAN TAKE THEIR CUES.

FINALLY, MR. CHAIRMAN, WE ALL KNOW THAT THE DEPARTMENT OF EDUCATION HAS PUBLISHED A NUMBER OF HIGH QUALITY

BOOKLETS ABOUT THE DRUG FIGHT. I THINK WE ARE ALL FAMILIAR WITH THE BOOK ENTITLED "SCHOOLS WITHOUT DRUGS" WHICH WAS PUT FORTH DURING THE PREVIOUS ADMINISTRATION. I AM TOLD THAT NEARLY ONE MILLION OF THOSE BOOKLETS HAVE BEEN DISTRIBUTED. BUT I PARTICULARLY WANT TO COMMEND SECRETARY CAVAZOS FOR PUTTING FORTH THIS BOOK, "GROWING UP DRUG FREE, A PARENT'S GUIDE TO PREVENTION." THIS IS ONE OF THE FINEST HANDS-ON, HOW-TO BOOKS A PARENT CAN USE TO PREVENT DRUG ABUSE IN THEIR FAMILIES BEFORE IT BECOMES A PROBLEM.

I LOOK FORWARD TO TODAY'S HEARING.

THANK YOU.

TESTIMONY BEFORE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
UNITED STATES HOUSE OF REPRESENTATIVES

BY

HONORABLE LAURO F. CAVAZOS
SECRETARY OF EDUCATION

WEDNESDAY, MAY 9, 1990

Mr. Chairman and members of the Committee, I am pleased to be here today to talk about how the Department of Education is implementing its responsibilities under the Administration's National Drug Control Strategy. At the table with me this morning is Dick Hays, the Director of the Department's Drug Abuse Prevention Oversight Staff.

I will direct most of my remarks today to the Department's role in implementing the strategy as requested in your invitation to testify. I want to begin, however, by giving the Committee a brief update on two new drug prevention initiatives from the Department of Education.

I am exceedingly pleased that in the next few weeks, I will release to schools across the Nation a new drug prevention curriculum model for kindergarten through grade 12 entitled Learning to Live Drug Free. It is called a curriculum model because it is designed to provide a flexible framework that can accommodate a number of different strategies and techniques of drug education. Schools that currently do not have a program in place will be able to use this curriculum as a starting point for building a drug prevention program. Schools that are already teaching the prevention message will be able to use it as a supplement to their efforts.

The model rests on a core theme of responsibility for oneself and the community, and helps students understand that drug use harms not only the user, but society as well. It shows how to infuse the prevention message throughout the curriculum in order to underscore the importance of prevention and give it the visibility it needs to be effective. It includes lesson plans for each age group along with information for teachers, and tips for working with parents and the community to reinforce the prevention message.

The curriculum model will be mailed to superintendents and principals in every public school district in the Nation as well as to the 1,500 largest private schools. A limited number of additional copies will be available through the National Clearinghouse for Alcohol and Drug Information. We plan to revise and update the curriculum materials periodically as we learn more about effective techniques and as new needs are identified.

The Department has also produced a new drug prevention handbook for parents entitled Growing Up Drug Free: A Parent's Guide to Prevention. It was released on February 26 by President Bush and since that time more than 600,000 copies have been distributed to parents by schools, churches, hospitals, law enforcement agencies, physicians' offices, and drug treatment centers. Reactions to the handbook have been overwhelmingly favorable. In fact, we had to

go to a second printing. I hope that it will serve as a catalyst for parents all over America to talk with their children about the dangers of drug use.

A handbook for college and university presidents and board of trustee members that recommends strategies for institutions that are serious about eliminating drug and alcohol abuse on their campuses will be published by July 1990 and disseminated to every college and university in the United States.

Staff from the Office for Educational Research and Improvement, Fund for the Improvement of Postsecondary Education, and the Network of Drug-Free Colleges Planning Group are in the process of developing a handbook for college and university administrators, similar in format to "Schools Without Drugs", that will describe programs and practices that have been successful at colleges and universities across the country. The document is presently in the early stages of development and is due to be published by fall 1991.

There are also 20 regional college and university networks established that are holding forums and providing institutions with a mechanism for sharing ideas and materials to aid in the improvement of practice. One interagency effort that I want to mention is a series of workshops sponsored by the Departments of Education, Transportation, and Health and Human Services to train

a cadre of professionals to provide technical assistance to campus drug and alcohol steering committees. The assistance would take the form of conducting state and regional workshops as well as providing on campus consultations.

These are only a few of the Department's current activities. I have included a brief summary of all programs under the Drug Free Schools and Communities Act as an addendum to my remarks.

I want to turn now to how the Department is implementing its responsibilities under the Administration's National Drug Control Strategy.

The 1990 strategy outlined two major tasks for the Department of Education: monitoring implementation of new requirements for drug prevention programs and policies at schools, colleges, and universities; and monitoring implementation of the State and local grant program under the Drug-Free Schools and Communities Act.

Last fall, the Administration proposed legislation to require each institution of higher education (IHE), State educational agency (SEA), and local educational agency (LEA) to certify that it had adopted and implemented a drug prevention program as a condition for receiving any federal financial assistance. Congress subsequently enacted this legislation as part of the 1989 amendments to the Drug-Free Schools and Communities Act and

directed the Department of Education to issue regulations.

On April 24, we published those regulations in proposed form, and we are presently receiving public comments. A Drug-Free Schools and Campuses Task Force has been created in the Department to serve as a point of contact for submission of written comments and to establish and oversee certification processes and procedures.

The proposed regulations, which closely parallel the requirements in the law, require institutions to certify to the Department by October 1, 1990, that they have adopted and implemented a program to prevent the illicit use of drugs and the abuse of alcohol by students and employees. At a minimum, this program must include the annual distribution to each student and employee of standards of conduct that clearly prohibit the unlawful possession, use, or distribution of drugs and alcohol by students and employees on school grounds or at any school-sponsored activity. Schools also must provide a clear statement that sanctions will be imposed for violations of such policy and these sanctions may include expulsion, termination of employment, and referral for prosecution.

The new regulations give IHEs, SEAs, and LEAs broad discretion over the content of their drug prevention programs, as long as the programs meet the minimum standards prescribed in the law. IHEs, for example, will be required to inform students and employees of

the health risks and criminal penalties associated with alcohol and other drug use. LEAs will be required to provide age-appropriate drug and alcohol education prevention programs that make clear to all students in all grades that the use of illicit drugs and unlawful possession and use of alcohol are wrong and harmful. In addition, IHEs, SEAs, and LEAs must also provide information to students, parents, and employees about the availability of counseling, treatment, and rehabilitation programs.

IHEs and SEAs must submit their drug prevention program certifications to the Department. Local educational agencies will submit their certifications to their State educational agencies. Failure to supply the required certification by October 1, 1990, will result in loss of eligibility to receive federal funds or any other form of financial assistance provided by any federal department or agency. In exceptional cases, extensions may be granted until April 1, 1991, to institutions or agencies which apply for such by August 1, 1990.

State and local educational agencies are required to conduct a biennial review of their programs and each state must review a representative sample of local programs annually to ensure that the policies and programs established to achieve the purposes of the statute are being implemented effectively. IHEs must conduct a biennial review of their programs to determine effectiveness and implement changes if necessary and ensure that sanctions are

consistently enforced. The Department will conduct an annual review of a representative sample of the IHE drug prevention programs.

The Department has developed a range of options to deal with instances of noncompliance that include repayment of any or all Federal financial assistance received and termination of any or all forms of Federal financial assistance. We will be using the GSA Lists of Parties Excluded from Federal Procurement or Non-procurement Programs to ensure that other Federal agencies do not provide funds to ineligible institutions.

The Department has moved vigorously to ensure that all affected parties learn about the new requirements. Prior to issuing the Notice of Proposed Rulemaking, we sent memoranda to all Governors, Chief State School Officers, State coordinators for the Drug-Free Schools and Communities Act, and institutions of higher education outlining the new requirements for drug programs. In addition, we have held five regional meetings throughout the country to brief officials about these new requirements, and, working through the Office of National Drug Control Policy, we have briefed other Federal agencies. Plans are underway to mail out more than 30,000 copies of the proposed regulations to IHEs, SEAs, and LEAs.

The second major task assigned to the Department of Education by the Administration's National Drug Control Strategy is tracking

implementation of the state and local grant program. This program represents the largest single expenditure under the Drug-Free Schools and Communities Act--$462.6 million in FY90.

As you know, the Anti-Drug Abuse Act of 1986 and its subsequent amendments, give the Department of Education a leading role in the development of drug prevention programs for the nation's youth. Over the past four years we have set many programs in motion providing technical assistance to schools and communities, supporting creation of anti-drug initiatives, and developing materials to help school personnel teach about the dangers of alcohol and other drug use.

Now we are taking a look at those investments to see what impact they are having and whether they are making a difference. In 1988, for example, the Department began a descriptive study of how Drug-Free Schools and Communities Act monies are being spent. Through this study, we expect to be able to describe the kinds of programs and services being implemented, the extent and nature of community-wide cooperation, the types of populations being served, the extent and nature of needs assessment and evaluation activities, and extent of change over time in program services and administration. Surveys have been sent to all Chief State School Officers, Governors, and directors of State and community-based programs, as well as to a nationally representative sample of local educational agency programs. Additional data has been gathered from on-site

visits to projects in 10 States.

A final report of this project is expected later this year. The information collected by the study should be especially useful to State and local school officials in evaluating and improving their own programs. A follow-up to this implementation study is now in the planning stage and will examine the extent to which prevention services and activities offered by schools and community agencies have been effective in reducing or preventing alcohol and other drug use by school-aged youth.

A 30-month study of promising drug education and prevention programs also is underway at the Department and will examine both the Drug-Free School Recognition Program and the Federal Activities Grant Program. The study is designed to identify exemplary, comprehensive community-wide prevention programs and to disseminate information on effective school-based and community-based prevention programs to policy makers, researchers, educators, and community organizations.

The best evidence we have so far tells us that these Drug-Free Schools and Communities Act funds are making a difference. Site visits to the States confirm that State and local officials are making a committed effort to implement the best programs possible and that they consider these funds critical.

Other changes we have observed over the past year that we think can

be attributed to increased leadership at the Federal and State levels are:

- greater interagency coordination of drug prevention activities at the State level;
- increased participation in the Drug-Free Schools program by local educational agencies both individually and as part of consortia;
- expanded group involvement in community-based programs;
- increased willingness on the part of schools and communities to acknowledge drug problems;
- increased State efforts to assess problems and evaluate successes; and
- greater participation by institutions of higher education in programs to achieve drug-free campuses.

Two other activities are underway in the Department to improve the quality of data collected from agencies that operate prevention programs. First is a contract to develop model criteria and forms for data collection on school-based and community-based prevention programs. Use of standardized forms for data collection will facilitate program planning and evaluation, as well as dissemination of information about effective prevention programs.

Second is development of an evaluation handbook for drug use prevention programs. The handbook, which will be released later this year, is intended to help local project staff conduct

evaluations of their programs. We hope that this handbook will be a practical and useful guide to evaluation activities for educators, counselors, and State and local officials who have little or no experience in evaluation.

In addition to these evaluation projects, the Department has provided a forum for national discussion of issues related to drug prevention. Congress authorized the creation of a National Commission on Drug-Free Schools and Communities in 1988. I felt strongly that we in the Federal government needed to take stock of where we are in drug prevention, and I took the initiative to provide initial funding for the commission from Department of Education appropriations. This commission, which I co-chair with Director Bennett of the Office of National Drug Control Policy, has held seven regional meetings and four state meetings to solicit the views and opinions of educators, parents, community representatives, organization leaders, students, and others involved with drug prevention. A final report is now being prepared and will be presented to the President and the Congress this fall.

Despite this high level of activity, all of us who are involved in efforts to protect our young people from the destructive effects of alcohol and other drug use realize that much remains to be done. I look forward to working with the members of this committee and others in Congress to expand and improve our efforts to achieve

drug-free schools and communities.

I will be happy to answer any questions you may have.

UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

May 1990

DEPARTMENT OF EDUCATION PROGRAMS
to implement the
DRUG-FREE SCHOOLS AND COMMUNITIES ACT

On October 27, 1986, President Reagan signed the Anti-Drug Abuse Act of 1986 (P.L. 99-570) into law. This legislation was subsequently amended by P.L. 100-297: The Hawkins/Stafford Elementary and Secondary School Improvement Amendments of 1988 and reenacted as Title V of the Elementary and Secondary Education Act of 1965 (ESEA). Then, on December 12, 1989, President Bush signed into law the Drug-Free Schools and Communities Act Amendments of 1989 (P.L. 101-226). The Department of Education is responsible for administering Title V of ESEA, as amended by the Anti-Drug Abuse Act of 1988 and these amendments. The major components of the Department's programs and points of contact are listed below. Those programs which are asterisked are the discretionary grants programs administered by the Department.

State and Local Grants Program: This is a formula grant program which allocates funds to States taking into account school-age population and Chapter 1 funding. Each State's allocation is divided between the State educational agency and the Office of the Governor. The SEA must allot at least 90 percent of the funds it receives to local educational agencies to improve anti-drug abuse education, prevention, early intervention, and rehabilitation referral programs. The Governor provides financial support for anti-drug abuse efforts to parents groups, community-based organizations, or other public or private nonprofit entities. At least 50% of the Governor's funds must be used for programs for high-risk youth. Funds for FY 90 will be available July 1, 1990. There are contacts in each State for the programs funded through the Governor's office and programs funded through the SEA (Allen King, 732-4599).

Audiovisual Grants Program: Eight awards were made in December 1987, to develop and distribute audiovisual materials to elementary and secondary schools for drug abuse education and prevention activities. These materials are close-captioned videotapes with brief teacher guides. The first tapes were distributed to schools in September 1988. Copies of these films have been sent to all the Nation's school districts and are also available from the National Clearinghouse for Alcohol

and Drug Information (1-800/SAY-NOTO), the National Audio-Visual Center (301/763-1896), and from each of the Regional Centers. Two of the videotapes targeted to the elementary and junior high school level are available in Spanish: "Drug Avengers" and "Straight At Ya," respectively. (Eileen Nicosia, 732-4576).

** Grants for Institutions of Higher Education (IHEs): Responsibility for the implementation of this program is divided between the Fund for the Improvement of Postsecondary Education (FIPSE) and the Drug-Free Schools and Communities Staff in the Office of Elementary and Secondary Education (OESE). FIPSE has made 297 grants since FY 87 to institutions of higher education to develop, operate, implement, and improve drug education and prevention programs for students enrolled in institutions of higher education. The deadline for applications for the FY 90 cycle was February 22, 1990, and awards will be made by September 1990 (Ron Bucknam, 732-5750). OESE has responsibility for awarding grants to support demonstration programs in drug and alcohol abuse education and prevention for use in elementary and secondary schools. Awards for the FY 90 cycle will be announced in September (Allen King, 732-4599).

Programs for Indian Youth: This program is administered under a Memorandum of Understanding between the Departments of Education and Interior. Anti-alcohol and drug abuse education and prevention services will be provided to Indian children attending elementary and secondary schools on reservations which are operated by the Bureau of Indian Affairs (Allen King, 732-4599).

Programs for Native Hawaiians: The Governor of Hawaii designates organizations to receive funds for drug prevention and education activities. The organizations which are eligible are those that primarily serve and represent Hawaiian natives. The Kamehameha Schools received a three-year grant in FY 87 under this program. A new competition for these funds is ongoing. (Allen King, 732-4599).

Regional Centers Program: The Department of Education awarded five cooperative agreements in FY 87 for three years to fulfill the requirements of the Act. The law authorizes the Department to support these regional centers to: (1) train school teams to assess and combat drug and alcohol abuse problems, (2) assist State educational agencies in coordinating and strengthening alcohol and drug abuse education and prevention programs, (3) assist local educational agencies and institutions of higher education in developing training programs for educational personnel, and (4) evaluate and disseminate information on effective substance abuse, education prevention programs and strategies. A new competition is underway to select five centers. Awards will be made this fall.

** Discretionary Grants Program

A portion of the funds under the Regional Centers Program has been set aside for a project to provide support to the five regional centers in carrying out their responsibilities.

Activities for this project include collecting and disseminating information on regional center activities, collecting and disseminating information on model alcohol and drug education and prevention activities, providing technical assistance to the centers in carrying out their responsibilities, and coordinating and supporting national workshops and conferences (Allen King, 732-4599).

**School Personnel Training Grants Program: This is a new program authorized under the Anti-Drug Abuse Act of 1988. The purpose of this program is to provide financial assistance to State educational agencies, local educational agencies, and institutions of higher education to establish, expand, or enhance programs and activities for the training of teachers, administrators, guidance counselors, and other school personnel including social workers, psychologists, nurses, librarians, and support staff on drug and alcohol abuse education and prevention. Funded programs must be coordinated through the State agency for higher education or State educational agency, as appropriate, and must be coordinated with the activities of the Regional Centers for Drug-Free Schools and Communities. Fifty-six awards were made in September 1989. Awards for the FY 90 cycle will be announced shortly (Allen King, 732-4599).

Federal Activities: The Department supports a number of projects in this category.

** o Drug-Free Schools and Communities Staff in the Office of Elementary and Secondary Education under its Federal Activities Grants Program supports model program development, dissemination, technical assistance, and curriculum development activities for drug and alcohol abuse education and prevention. One hundred and two awards have been made since FY 87 to State educational agencies; local educational agencies; institutions of higher education; and other nonprofit agencies, organizations, and institutions. The deadline for applications for the FY 90 cycle was December 7, and 19 awards were made at the end of March (Allen King, 732-4599).

o The Challenge Newsletter is the Department's bi-monthly newsletter which highlights successful programs, provides the latest research on effective prevention measures, and answers questions about school-based efforts. The newsletter is distributed to superintendents, principals, and parent groups across the country (Charlotte Gillespie, 732-3030).

** Discretionary Grants Program

- The Department of Education works with the Department of Health and Human Services to support the National Clearinghouse for Alcohol and Drug Information (NCADI). The Clearinghouse staff responds to requests from schools for information and materials on drugs and prevention strategies, drug education curricula, model drug education programs, and referrals for assistance and resources (Charlotte Gillespie, 732-3030; NCADI, 1-800/SAY-NOTO).

- Schools Without Drugs was issued by ED in August 1986 to provide assistance to schools and communities in developing a comprehensive program to prevent the use of alcohol and other drugs. It has been revised to include updated statistics and information on alcohol, tobacco, and steroids. This publication is also available in Spanish. Copies are available free of charge. Call 1-800-624-0100; in the Washington, DC metropolitan area, call 732-3627.

- A handbook for parents entitled Growing-Up Drug Free: A Parent's Guide to Prevention was distributed to parents, educators, and community groups in February 1990. The purpose of the handbook is to help families take an active role in drug prevention before they have a problem. This publication will be available in Spanish in July 1990. Copies are available free of charge. Call 1-800-624-0100; in the Washington, DC metropolitan area, call 732-3627.

- The Office of Educational Research and Improvement (OERI) supports three initiatives designed to increase the available information about drug abuse education and prevention.

  - Drug-Free School Recognition Program. The Drug-Free School Recognition Program operates in a manner similar to the Department's Elementary and Secondary School Recognition Programs, although it receives guidance from an advisory group consisting of experts in the area of drug and alcohol prevention. Applications from nominated schools are reviewed by a panel of specialists, and those most highly rated are each visited by members of the panel. The schools or programs finally selected for recognition are honored at ceremonies in Washington, D.C. One hundred and twenty eight schools have been recognized since the program began in 1988. (James Better, 357-6144).

  - Network of Drug-Free Colleges. OERI continues to support development of a national network of colleges committed to eliminating drug and alcohol abuse on their campuses. Initial networking efforts focused on

four year residential colleges so that information on comparable problems could be shared. The Network was formed during the '87-'88 school year. Over 1300 colleges and universities have joined the Network to date (Vonnie Veltri, 357-6265).

- Drug Abuse Curricula Criteria. OERI developed, produced, and disseminated a guide to help schools and school district staff select and implement substance abuse curricula in elementary and secondary schools. This guide is available from the National Clearinghouse for Alcohol and Drug Information, 1-800/SAY-NOTO (Nelson Smith, 357-6187).

o The Planning and Evaluation Service is supporting two major studies on the Department's drug prevention efforts:

- A two-year descriptive study of the implementation of the DFSCA State and local programs is the foundation on which the Department's evaluation plan has been developed. The study, being conducted by Research Triangle Institute, will provide broad, yet in-depth, information on the kinds of programs and services offered to school youth through school- and community-based substance use education and prevention programs nationwide. The study began on October 1, 1988; findings will be available in the Fall of 1990 (Kimmon Richards, 732-3630).

- A 30-month study of promising substance use education and prevention programs will examine both the Drug-Free Recognition Schools Program and the Federal Activities Grants Program. The contract was awarded to Aguirre International at the end of September 1989. The purpose of the study is to determine whether the substance use prevention activities offered by schools and grantees led to changes in students' knowledge, attitudes, and behaviors (Kimmon Richards, 732-3630).

o In addition, the Department supports two other activities to improve the quality of data collected from State and local educational agencies, and other State and community agencies that operated prevention programs.

- An evaluation handbook for school- and community-based prevention programs is being developed. The handbook will help program administrators identify the goals and objectives of evaluation activities, and will describe in considerable detail how to design and conduct both process and outcome evaluations (Chris Yanckello, 732-3630).

- Model reporting forms will be developed to assist school- and community-based substance use prevention programs to collect standard data on their activities and participants. These forms will improve the dissemination of information on effective prevention programs to educators, prevention researchers, and parent and community organizations (Kimmon Richards, 732-3630).

o Planning is underway to implement three additional requirements in the legislation:

- Emergency Grants. This program will provide funds to school districts that demonstrate a significant need for additional assistance in combatting drug, and alcohol use. The program will be administered by Governors under the DFSCA State grants authority in 1990 and as a Federal discretionary program beginning in 1991. In 1991, districts will compete for funding to support a comprehensive range of services, including educational programs, counseling programs, enhancement of school security, after-school programs, programs for parents and other community outreach efforts, and alternative programs for students with a history of drug abuse or others who are difficult to reach in the regular school setting. Grants will range from $100,000 to $1,000,000.

- Innovative Alcohol Abuse Education. This program, authorized by the Anti-Drug Abuse Act of 1988 will fund projects to develop materials for programs of alcohol abuse education. The materials will be targeted to particularly benefit students in grades 5 through 8 and will focus on the effect of alcoholism on families and especially on children of alcoholics. In future years, funds for this program will support grants to train educators about the special problems such children may have and to use the materials developed from the first year of funding.

- Early Childhood Education Drug Prevention Materials. This program, authorized by the Anti-Drug Abuse Act of 1988 will support the development of drug abuse education and prevention curricula, programs, and training materials for use in early childhood education. Under this project the Department will support contracts to develop prevention materials for young children and their parents and caregivers. Once developed, these materials will be widely disseminated.

For further information on any of the activities summarized above, please call the appropriate contact person or write:

Drug Abuse Prevention Oversight Staff
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U.S. Department of Education
400 Maryland Avenue, SW, Room 4145
Washington, DC 20202-0120
or call (202) 732-3030.

NATIONAL COMMISSION ON DRUG-FREE SCHOOLS

National Commission on Drug-Free Schools

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